



INDIANAPOLIS 1980-2000

REGIONAL CENTER GENERAL PLAN



REGIONAL CENTER

GENERAL PLAN

UPP770

August, 1981

1981 Unified Planning Program
Department of Metropolitan Development
Division of Planning and Zoning
Indianapolis-Marion County, Indiana

Adopted by the Metropolitan Development
Commission, April 21, 1982, 82-CPS-R-4.



1 William H. Hudnut III, Mayor

John L. Krauss, Deputy Mayor
Director, Department of Metropolitan Development, 1981

Donald W. Tanselle, Chairman
Greater Indianapolis Progress Committee



CITY OF INDIANAPOLIS

WILLIAM H. HUDNUT, III
MAYOR

Dear Citizen:

The Regional Center Planning Committee along with the Department of Metropolitan Development's Division of Planning and Zoning are to be commended for their work in updating the Regional Center Plan. Co-chaired by James L. Kittle, Sr. and the late Charles L. Whistler, the 150-member Greater Indianapolis Progress Committee task force prepared this comprehensive set of guidelines for the orderly revitalization of the heart of our City. We are grateful for their advice and technical assistance.

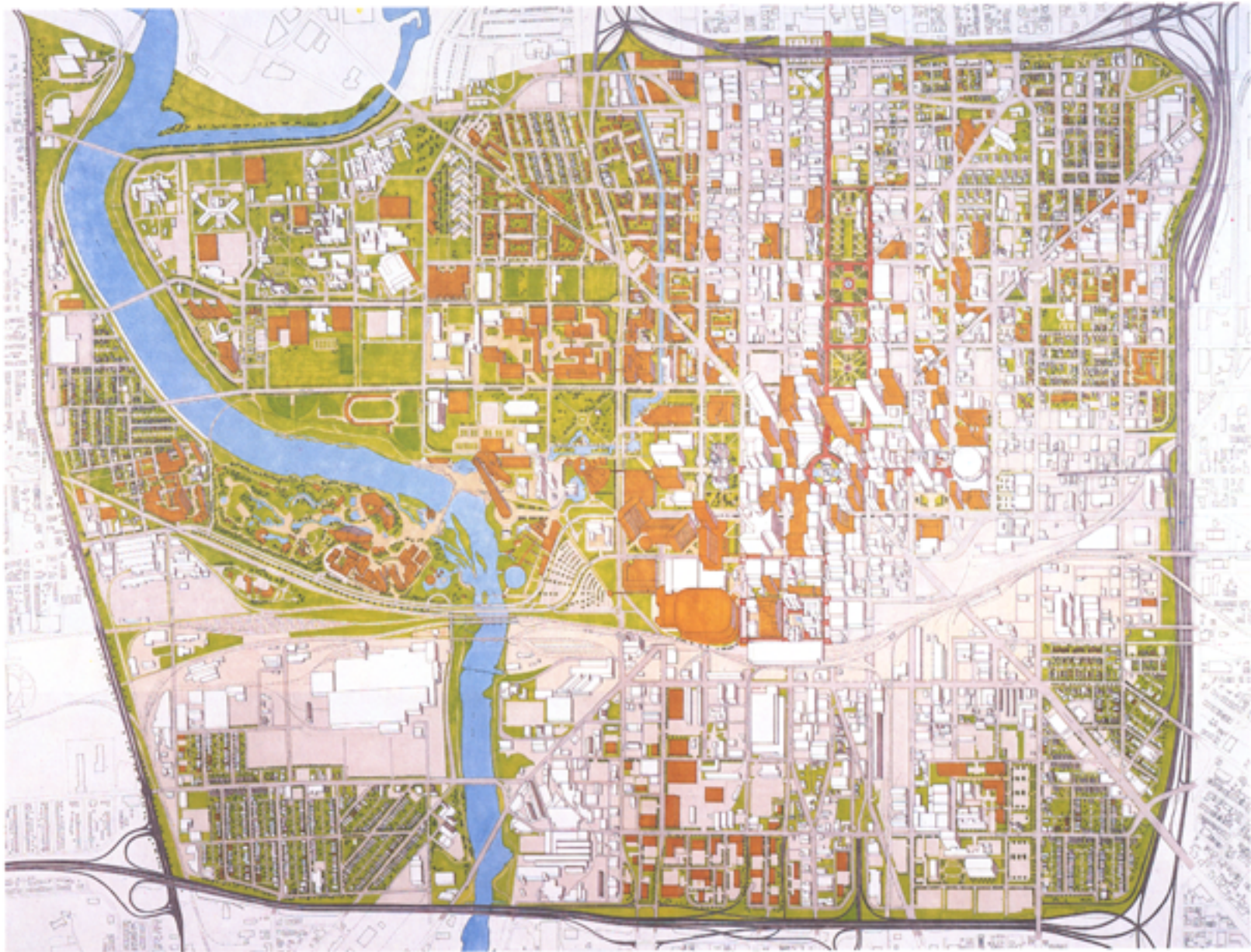
Two years ago the City Center opened on Monument Circle as a means of encouraging citizen participation in the city planning process. The result was overwhelming! In the first 12 months more than 25,000 visitors toured the Center and viewed displays and models of Indianapolis past, present, and future. Their shared ideas and concerns about what they would like their downtown to be have been taken into consideration in updating this plan.

This important document will serve as a tribute to the late Chuck Whistler, a good friend whose dedication to the enrichment of his community is an inspiration to us all.

Sincerely yours,

A handwritten signature in dark ink that reads 'William H. Hudnut III'. The signature is written in a cursive, slightly stylized script.

William H. Hudnut, III



Regional Center Plan

Plans have guided Indianapolis development since Alexander Ralston set up his transit and platted a square mile of wilderness into the streets and avenues of the future capital of Indiana.

Ralston's Mile Square design survives as a worthy centerpiece for the city, the central Indiana region, and the state. It is the pivot of the Regional Center. Just as Ralston's grand design stimulated and guided the development of an 1820s pioneer settlement into a city, the Regional Center Plan can spur and direct downtown revitalization and growth.

The goal is important. The area is the center of business, finance, and local and state government. It is a showplace for the community, a magnet that draws business, conventions, sports events, and other activities that generate income and jobs. Families seeking lower-cost, older housing or rediscovering the urban lifestyle have created a market for downtown housing. Along with the growing amount of downtown employees and visitors, these residents will support expanded retailing and entertainment. They will also affect pedestrian and vehicular traffic, parking, mass transit, utilities, and schools.

Indianapolis, moving into the twenty-first century, is infinitely more complex than Ralston's wilderness. The Regional Center Plan must guide and **integrate** many elements to insure that Indianapolis provides its citizens with a comfortable livelihood and stimulating surroundings.

The Plan Will Provide:

A growth in competitive office space of 5.7 million square feet by 2000,

A stabilized level of industrial employment with some new and existing companies moving into new industrial developments in existing industrial areas,

A rejuvenated retail core that not only serves the needs of area employees and residents, but also people all over Marion County,

An opportunity for recreation, entertainment, and tourism that makes the Regional Center an attraction to 7.5 million people a year,

An area where public and private investment is mutually supportive and aimed at creating a quality environment,

An area where new development is based upon an existing fabric of historic buildings,

An area that is supported by a comprehensive transportation system that includes walking, bicycling, automobiles, public transit, and taxis, and

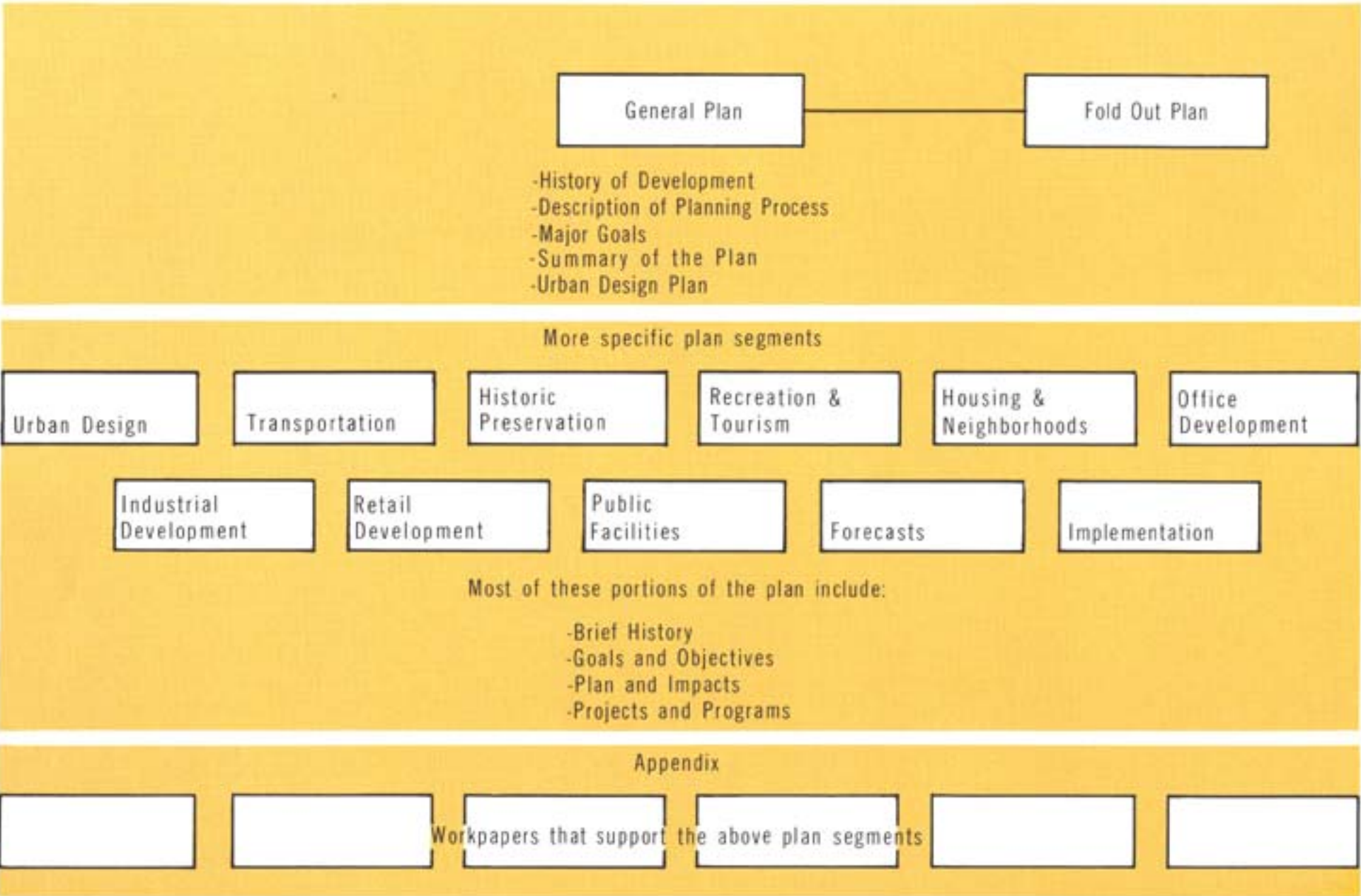
An area with districts that have clearly defined and unique character.

All of these elements will combine to create an attractive environment for people to live, work, and play.

CONTENTS



Table 1: Outline of Indianapolis Regional Center Plan



The Indianapolis Regional Center Plan consists of a series of reports that when combined offer a complete description of both existing conditions and future development to the year 2000 in the Regional Center (bounded by I-65 and a line extending west from I-65 on the north, I-65 and I-70 on the east, I-70 on the south, and the proposed alignment of Harding St. improvements on the west).

The General Plan, which is shown at the top of the chart: 1) describes overall elements of the Regional Center, such as the interrelationships between the different areas of the downtown, 2) describes items not covered elsewhere in the Plan, and 3) summarizes the Plan for the overall Regional Center.

The General Plan is supported by a series of more specific plan segments that deal with topics such as: Office Development, Retail Development, Public Facilities, Historic Preservation, and Finance. More detailed goals and objectives, plan analyses, and project recommendations are contained in these sections of the Plan.

The Plan is supported by an appendix consisting of workpapers that contain the data used in the Plan's preparation.

The Plan is summarized on a fold-out map that depicts the development described in the Plan.

The format of printing a series of reports that combine to make a complete Regional Center Plan has been adopted to allow maximum flexibility in the distribution of Regional Center information. An individual's area of interest is quite frequently focused on one aspect of the Regional Center such as housing. This format allows someone to obtain information about Regional Center housing without searching for it in a lengthy report.



Figure 1: Regional Center Location



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Indiana National Bank plaza



6

Merchants Plaza



8

Lockerbie Townhomes



5

University Hospital walkway



7

Building maintenance



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Two West Washington

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HISTORY OF DEVELOPMENT



HISTORY OF DEVELOPMENT

The examination of the history of development of the Regional Center gives a feeling of continuity with the achievements and experiences of past generations. This continuity can serve as a basis for future planning.

1820-1846 A PERIOD OF SETTLEMENT

The old French settlement of Vincennes was the territorial capital until 1813. Corydon, on the Ohio River, was named the State's first capital. In 1820 Governor Jennings won a fight to locate the capital in the center of the State. A special commission meeting at the cabin of John McCormick (Washington St. on the banks of the White River) decided that the capital should be moved to the site of what is now Indianapolis. The site was selected due to the presence of a presumably navigable river, its junction at the site of four Indian trails, its central location in the state, the proximity to the approaching National Road, and its level and fertile soil.

After ratification of the commission report by the General Assembly, an agent was appointed for the sale of lots. The name "Indianapolis", suggested by Judge Jeremiah Sullivan of Madison, was given to the prospective city. Alexander Ralston and Elias P. Fordham were employed as surveyors and began work on the plat of the new city. Ralston laid out the city in a one mile square (because he didn't think it would ever be any larger) using a combination of L'Enfant's design for Washington, D.C. and Thomas Jefferson's plan of regular squares. He named the first street Meridian; the boundaries of the

Mile Square are East, West, North, and South Sts. He named the avenues radiating from the Circle for states, as he did for the streets that surround the Circle.

In 1821 the settlers experienced spring floods in the expanding swamp lands, followed by a hot and humid summer. An epidemic of malaria nearly destroyed the town: one out of eight sickened and died. Added to these troubles was the difficulty in communication with other parts of the State because of the lack of roads. The White River was never made thoroughly navigable, and after several steamboats went aground, its use for transportation ceased.

By August 1821, there were some 50 or 60 families established and, by the end of that year, the population stood between 400 and 500. A post office, several churches, a school-house, and a newspaper, the Gazette, were established by the end of 1822. The little town had a gristmill, two sawmills, three groceries, two mercantile houses, several small workshops, and seven taverns and places of amusement.

On the last day of the year the General Assembly, still meeting at Corydon as it was to do until the fall of 1824, organized Marion County with Indianapolis as the county seat. It was the custom to name counties for war heroes. Chosen was a Revolutionary War general, Francis Marion, who, ironically has been known throughout history as "The Swamp Fox."

The same legislature appropriated \$100,000



Figure 2: Plat of Indianapolis

to construct roads to the new capital. Indianapolis was on its way. A road between Indianapolis and Fort Wayne was ordered built in 1825; the Crawfordsville Road and the Michigan Road were built in 1828; and the Lafayette Road was built in 1829. The Michigan Road (the first complete connection between the Great Lakes and the Ohio River) was a great advantage in the distribution of produce.

A national milestone in transportation was

the completion of the National Road (U.S. 40) to Indianapolis in 1827. This was at one time one of the greatest national pikes in the world. Over it, stage lines brought mail from Washington to Indianapolis in 60 hours. Despite the completion of this great East-West highway, the new capital remained isolated by its remoteness from other towns. The nearest settlement was Connersville, 60 miles to the southeast. Without a populous surrounding district to draw upon for settlers, Indianapolis grew slowly in the early years.

The settlement of pioneer Indianapolis began near the White River and then moved steadily toward the east. The malaria epidemic in mid-1821 convinced early settlers that the river banks were unhealthy. Therefore, they bought far to the east when land was auctioned in October. The sickly quality of the river area continued to drive the population into the platted area throughout the pioneer years. Within the Mile Square most land sales and homes occurred along Washington St. which Ralston had clearly designated as the principal avenue by its extra width.

Before the heyday of the railroads many people in other states believed that the way to make an area prosper was to build a waterway to transport goods and produce to and from markets. The state spent \$10 million on canal construction before running into financial troubles. From the outset, construction costs were higher than expected, and damage was widespread from washouts and floods. Eventually, the projects bankrupted Indiana and resulted in a prohibition against state debt which still exists.

Except for the newly founded and rather unstable industrial area along the Central Canal, land use functions in Indianapolis remained relatively mixed during the era.

The Governor James B. Ray House (c. 1836), which has been moved to 302 N. Park Ave., is representative of this period.

1847-1860 RAILROAD ERA

After 25 years Indianapolis was still little more than a village. Transportation to and from the town proved difficult. The coming in 1847 of the first railroad, the Madison and Indianapolis, and of seven other rail lines before 1855, provided a turning point in the city's history. The rail lines transformed Indianapolis from a sleepy village with little future into a bustling, booming "Railroad City."

The new rail network brought prosperity to central Indiana farms and centered in Indianapolis the all-important function of processing and shipping of farm products. In addition, Indianapolis began to serve an ever-widening area as a center for selling equipment and shipping consumer items required by central Indiana farm families. Thus, three complementary economic activities--the processing of farm products, the manufacture and sale of goods for the farm, and railway operation and maintenance--had become and were to remain for the better part of a century the basic economic foundation for Indianapolis's continuing expansion.

After 1847 distinct land use patterns coalesced

and gave the city a definitive development pattern.

The railroads ringed the southern border of the Mile Square. This land was cheap due to the swampy conditions along Pogue's Run. An industrial belt was formed in the south, west, and southeast around a retail and commercial core developing along Washington St.

A large influx of Irish and German immigrants came to construct the railroad. They settled east of the Mile Square near their work. The German influence can be seen in the architecture of the southside Turnverein, St. Mary's Church, and the Athenaeum.

The city was bounded on the east by worker's cottages, on the west by the Canal and remaining canal boom mills, and on the south by the commercial area. The business leaders of the community constructed a prominent residential district north of Washington St. between Senate and East St.

Representative buildings from this era are Christ Church (1857-61), Staub House (c. 1859), and the Hannaman building, at 40 East Washington Street (c. 1852).

1861-1873 POST CIVIL WAR EXPANSION AND SPECULATION

The Civil War provided a tremendous impetus for industrial development and the resultant speculation of the period. Unemployment was wiped out by the war effort. As a strategic war capital Indianapolis experienced



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Washington St. east from Meridian St., 1862.

an acceleration in business activity. The central location and concentration of railroad lines attracted new businesses (e.g., Kingan & Co., meat packing) and investors to the City. Commerce boomed; real estate speculation

went wild; inflation was runaway; fortunes were made and lost. James Woodruff planned and laid out a palatial residential development, Woodruff Place, for himself and other well-to-do homeowners.

Indianapolis was transformed into a bustling metropolis by the war's end. Illinois St., heretofore possessing only a few saloons, hotels, and millinery stores, had become crowded with clothiers, restaurants, cheap jewelers, grocery stores, saloons, boarding houses, and "gambling places." From the Union Depot to Washington St., South Meridian St. became the location of many wholesale houses. Pennsylvania St. was the location of numerous machinery shops. The expansion of Kingan & Company and several other meat packers added to the developing southwest industrial district.

Representative structures of the era still in existence are St. John's Catholic Church, 126 W. Georgia St. (1867-71), Morrison Opera Place (1871), and the James Whitcomb Riley Home (1871-72).

1874-1888 DEPRESSION AND RECOVERY

The postwar boom collapsed in the Panic of 1873, an occurrence which seriously crippled the city's economy.

Overextended real estate investors and individual entrepreneurs (e.g., James Woodruff) were hit hard. New industrial buildings remained unfinished. The government's return to the gold standard created financial panic, riots, railroad strikes, the growth of unions, and the demand for government printing of greenbacks.

To create jobs for the unemployed, a belt railroad was constructed extending three quarters of the way around the city,



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Marion County Courthouse, 1924.

connecting the industrial markets to the north and east. Prices stabilized, and new industry eased the city toward a gradual recovery.

Despite the business setback of the 1870s

Indianapolis continued her outward expansion throughout the period from 1874-1888. The industrial belt in the south-southwest had become strengthened in its sites near the railroad junctures. The central commercial

district underwent solidification and expansion from Washington St. to the Circle and the adjacent two to three blocks (L.S. Ayres, H.P. Wasson, When Building [now Ober Building], Bowen-Merrill, etc.). Radial commercial expansion along the four diagonal thoroughfares (Kentucky, Virginia, Indiana, and Massachusetts) occurred. A wholesale commercial district developed in the southern part of the Mile Square.

Several buildings constructed during this era provide a visible reflection of the varied times: Kemper House (1873), City Market House (1886), Indiana Statehouse (1878-88), Union Station (1886-88).

1889-1916 THE FLOWERING OF INDIANAPOLIS

Slow recovery characterized the early 1900s. The city received a tremendous boost in the closing years of the decade when vast natural gas reserves were tapped five miles from the city.

It was a period of industrial and commercial growth. The city's wagon and carriage makers turned to the manufacture of motor cars. Stutz, Duesenberg, Marmon, National, Cole, Cord, and Parry Motors vied with Ford and General Motors in Detroit to create the car capital. Between the time of the first Waverly Electric in 1898 and the closing of the doors of the Stutz Motor Car Company in 1934, 30 different makes of cars were produced in Indianapolis.

The changes which occurred in the spirit and appearance of the city after 1891 mark that



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Washington St. east from Illinois St., C. 1900.

year as a turning point in the city's development and progress. In 1891 a new city charter was adopted, the Commercial Club was organized, and a Board of Public Works for Internal Improvements was created. The

Board was charged with establishing a park system, renovating and paving main thoroughfares, and installing a sewer system. The annexation of the suburban towns of North Indianapolis, Brightwood, Haughville, Mount

Jackson, West Indianapolis, and Irvington greatly accelerated the settlement of the empty areas between the downtown district and the suburbs. Land use was further consolidated by the formation of a secondary industrial belt paralleling the entire length of the Belt Railroad.

Representative buildings are the Soldiers and Sailors Monument (1889-1902), the Athenaeum (1892-98), and the Blachere Apartments (1894-95).

1917-1940 THE GREAT WAR AND THE GREAT DEPRESSION

The wartime mobilization of industry and civilians turned the easy-going prosperity of the pre-1917 period into a furiously paced, full-scale boom, fed constantly by increasing government war orders.

The post-war period followed an ominously familiar pattern. After a brief recession in 1921-23, a peacetime boom (arising from the wartime backlog of consumer demand) made its appearance. The construction industry prospered as never before. Unfortunately for Indianapolis and the rest of the nation, the glitter of the "roaring '20s" was financed by a serious over-extension of credit and wild stock market speculation. The "mortgage" for prosperity was foreclosed with a crash in October, 1929.

Throughout the Depression years many businesses and industries ground to a halt. Banks failed, and welfare agencies were overwhelmed. The city, state, and federal govern-



Meridian St. looking north from Monument Circle 1927.

ments supported several programs to provide employment resulting in such projects as Lockefield Gardens (1936-37), the Indiana State Library and Historical Building (1932-34), park beautification, and a flood prevention project on the White River.

Only with the advent of World War II did production again reach the heights of the 1920s. The city's factories turned more and more to the manufacture of defense materials, and the City of Indianapolis properly called itself "toolmaker to the nation."

Buildings representative of this era are the Circle Theatre (1916), Columbia Club (1926), Scottish Rite Cathedral (1927-29), and Lockefield Gardens Apartments.

1941-1980 EXPANSION AND URBANIZATION

The energizing force of World War II brought the Indianapolis economy out of the lingering doldrums created by the Depression. Unemployment virtually vanished. At the end of the war a boom in business expansions and real estate developments occurred. The residential shift to the suburbs was accompanied by the establishment of the shopping mall. This paralleled the move of a number of wholesale merchants and their manufacturing concerns from their downtown plants to new locations along highways (e.g., Interstate 465, the "outer belt") in the outer reaches of the county. The migration out of the Regional Center over a period of 40 years assisted the deterioration of the neighborhoods surrounding the downtown business district, owner abandonment, landlord neglect, and



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Washington St. west from Illinois St., 1927.

and public investments resulted in construction such as the Convention-Exposition Center (1972), Market Square Arena (1974), Blue Cross-Blue Shield Building (1971-72), Market Square Office Building (1973-1975), Indiana Bell Telephone Company expansion (1973-75), and the Merchants Plaza-Hyatt Regency complex (1977).

poverty. Retail sales dropped in the downtown business district, as did many Center Township property values.

On January 1, 1970, the City of Indianapolis

expanded its boundaries to include most of Marion County in a consolidation called unified government (Unigov). Revitalization programs of the Regional Center were initiated and the city showed signs of revival. Private

PLANNING PROCESS



PLANNING PROCESS

The Regional Center Plan is the result of a remarkable amount of citizen participation. Plan preparation and discussion occurred at the City Center. The Center, located at 146 Monument Circle, operated during the period of plan preparation and served as an information center for the public. People came into the Center and viewed displays on Regional Center development and the Plan, asked questions, and shared ideas with staff working there.

A task force of civic leaders (Greater Indianapolis Progress Committee's Regional Center Planning Committee) spent 18 months working with city planners to develop guidelines, policies, and goals for the downtown area. The Indianapolis-Marion County, Department of Metropolitan Development, Division of Planning and Zoning prepared the Plan.

The City Center, the first such facility in the country, proved to be popular. During the 18 months after its opening on April 8, 1980, approximately 25,800 people visited the Center. Included in this number were participants in 243 tours for the general public, school classes, neighborhood organizations, and service clubs. One special downtown tour for children from the Center drew 100.

A meeting room in the Center was used by government, civic, and downtown interest groups. It also was the site of a series of lunch hour programs on plans for the Regional Center.



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William H. Hudnut, III



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James L. Kittle, Sr.



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Charles L. Whistler



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Regional Center Model at City Center



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City Center

The central location of the Center made it a convenient information center, especially for out-of-town visitors. The guest register listed visitors from 45 Indiana communities, 81 out-of-state cities and towns, and various foreign countries.

Cooperating in the creation of the City Center were the City of Indianapolis through Mayor William H. Hudnut, III, the Greater Indiana-

polis Progress Committee (GIPC), the Department of Metropolitan Development's Division of Planning and Zoning, and the Commission for Downtown.

GIPC and the Commission assisted in funding the operation. In addition, businesses and organizations contributed services and equipment. Such groups as the Junior League of Indianapolis helped staff at the Center.

Representatives of local architectural firms and the Indianapolis Chapter of American Institute of Architects also worked at the Center to help with special projects.

GIPC's Regional Center Planning Committee provided policy review and approval for the Plan. James L. Kittle, Sr., and Charles L. Whistler were chairmen. Members, appointed by the Mayor, represented groups with particular interest in the downtown.

The first phase of planning was done through subcommittees. Each studied a topic such as Urban Design, Transportation, Historic Preservation, Recreation and Tourism, Housing and Neighborhoods, Industrial Development, Office Development, Finance, and Implementation. Each subcommittee submitted a report on the goals for its area of study.

The second phase of planning was by an Executive Committee which reviewed and approved goals proposed by the subcommittees and recommended plans to achieve the goals. The plans included projects and programs, potential funding sources, and agencies for implementing the suggestions. This Executive Committee included ex-officio members of the Planning Committee and chairmen of the subcommittees.

Also incorporated in The Regional Center Plan are the ideas and views of the visitors to the City Center. Approximately 2,000 people took time to answer questions on the computer terminal or fill out an extensive questionnaire. Questions covered the present

Table 2: Planning Process

conditions and future development of the Regional Center, socio-economic information, and opinions on such diversified subjects as downtown Indianapolis transportation, the Metro system, enlivening downtown tourist attractions, and the development of White River Park.

The planning process or work program that was utilized in development of the Regional Center Plan first entailed describing and analyzing issues of aesthetic, economic, social, and environmental interest. These issues were categorized as assets or liabilities and were then synthesized into a goals and objectives statement. Assets were seen as the foundation on to which further improvements or development could be based. Conversely, liabilities were seen as the problems that the community will seek to resolve.

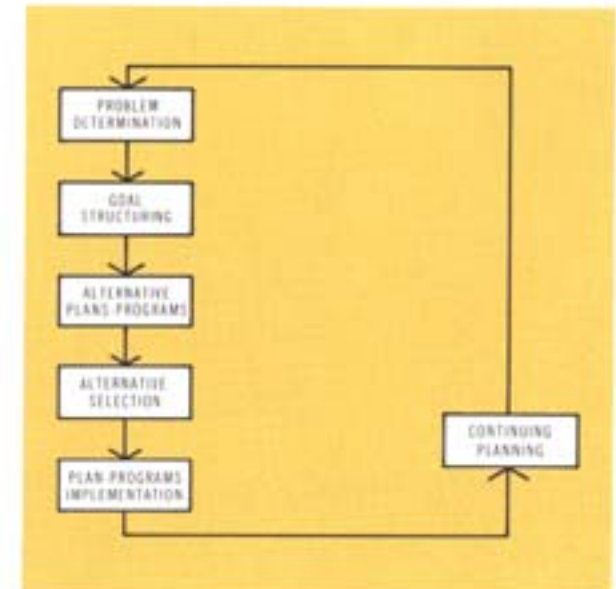
Direction for the development of the plan recommendations came from this goals and objectives statement. Ways to accomplish the goals were studied and evaluated. Those components that best satisfied the goals were selected and integrated into a comprehensive plan. Projects and programs that would assist realization of the plan were then identified.

A periodic updating the plan (as this plan is an update of the 1970 Regional Center Plan) will likely be necessary to respond to any unforeseen developments or deviations from forecasts. This is typically undertaken every five or ten years.



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Planners at the City Center



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Exhibits at the City Center

GOALS AND OBJECTIVES



GOALS AND OBJECTIVES

Goals are broadly based in nature. Objectives are quantifiable refinements of the goals.

Each subcommittee has suggested general solutions to the problems in each particular study area (Office Development, Industrial Development, Retail Development, etc.) in the form of goals and objectives. For each of the study areas, an overall goal was written which was then reinforced by a physical goal, social goal, and economic goal. Each of these goals was then further defined in a set of objectives. A description of the goals and objectives for each of the subcommittee areas is included in the report that covers that area.

The major goals from each area are stated here as Regional Center goals along with an overall Regional Center goal.

OVERALL REGIONAL CENTER GOAL: IMPLEMENT PROJECTS AND PROGRAMS WHICH CONTINUE THE DEVELOPMENT OF THE INDIANAPOLIS REGIONAL CENTER AS THE PHYSICAL, SOCIAL, AND ECONOMIC HEART OF THE CITY AND STATE.

URBAN DESIGN: The Regional Center stands apart as a unique area of the city and the state. It contains the greatest concentration of buildings and other physical development. Its banks and offices make it the center of economic activity and strength. As the center of government, it is the arena for decision making and leadership. Some problems, however, have developed.



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Downtown maintenance



26

People on Monument Circle

The shift in population toward outlying areas and the decentralization of community services have removed some of the resources that used to be unique to this important area. Where, for example, the community used to shop downtown, it now shops in suburban stores that followed the residential migration.

As a result, many sections of the Regional Center do not have an image that reflects their function. Residential areas, for example, are fragmented by busy thoroughfares or commercial developments. They lack such support services as groceries and drug stores. Their public open spaces are not effectively utilized for parks and gathering places.

URBAN DESIGN GOAL: Make public improvements and develop land uses that attract people (employees, residents, tourists, etc.) to the Regional Center. Link districts together in such a way as to support their aesthetic and functional characteristics while making the whole Regional Center more cohesive.

TRANSPORTATION: The role of transportation systems in the Regional Center is critical. Approximately one quarter million vehicles drive through the downtown each weekday. The growth and vitality of the area is related to its ability to provide safe and efficient access to new and existing businesses. Research shows that where a high degree of transportation congestion occurs, there is a decline



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Bicycle at Monument Circle

in the economic growth of the area. The design of a transportation system for the Regional Center should include provision for the following means of circulation: walking, bicycling, use of private automobiles, use of public transit, carpooling/van pooling/ ridesharing, use of taxis, and other techniques.

TRANSPORTATION GOAL: Develop a comprehensive and affordable transportation system that improves the efficiency of travel of both goods and people in the Regional Center.

HISTORIC PRESERVATION: Over the last decade historic preservation has come to play an increasingly important role in the revitalization of the Regional Center. Millions of dollars of private capital have been spent restoring and rehabilitating historic buildings in commercial and residential sections of the area.

A special field survey conducted in 1980 by the Indianapolis Historic Preservation Commission identified 21 potential historic districts and 148 individually significant buildings. These are in addition to previously identified districts (There are five: Lockerbie Square, Chatham-Arch, Military Park, Fletcher Place, and Greer Street) and individual buildings (There are 26 buildings previously identified and include such landmarks as the Indiana Statehouse). Lockerbie, Military Park,



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Washington Street

28

New Metro Coach

30

Morrison Opera Place

Chatham-Arch and the 26 individual buildings have been listed on the National Register of Historic Places, the federal listing of historically significant properties. Lockerbie has also been designated as a local "historic area" under the Historic Preservation Commission's protection. In addition, the Preservation Commission is preparing preservation plans for Fletcher Place and Chatham-Arch.

HISTORIC PRESERVATION GOAL: Retain and protect significant historic properties where socially, economically, and physically possible.

RECREATION AND TOURISM: Regional Center recreation, entertainment, and tourism facilities attract 2.7 million people each year. Principal among area facilities that provide for this number of people are the Convention Center and Market Square Arena. Also important are the variety of restaurants, museums, memorials, other assembly halls, hotels, and motels, all of which are strongly interrelated in attracting visitors to downtown.

The area is also the site of a variety of outdoor festivals attracting hundreds of thousands of people. Complementing these are the 40 acres of downtown park land which for the most part are adequate to serve area employees and visitors.

Projects presently underway (such as White River Park, Convention Center Expansion/



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Hammond-Price Block



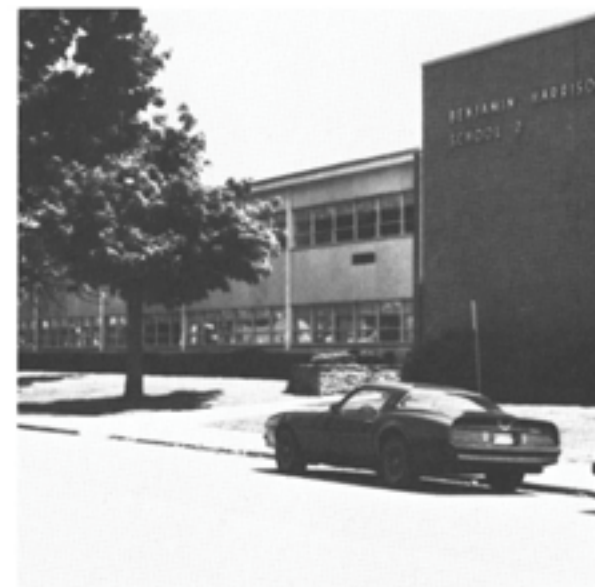
32

City Market Plaza

Multi-use Sports Facility, the Indiana University Natatorium, Track and Field Stadium and Union Station) will add to the variety of recreation and entertainment offered in downtown.

RECREATION AND TOURISM GOAL: Develop Regional Center recreation, tourism and entertainment to the extent that annual attendance at events in the Regional Center is increased from the present figure of 2.7 million to 7.5 million by 1990.

HOUSING AND NEIGHBORHOODS: The Regional Center contained 7,955 housing units with 14,319 residents as of July,



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School No. 2



34 *Midtown Neighborhood*

1980. During the 10 year period between 1970 and 1980, the Regional Center lost an average of 126 units per year.

The Regional Center Plan's, Economic Analysis and Development Strategy (DMD/DPZ, January, 1981) identifies a current demand by downtown employees and IUPUI employees and students for 285-380 housing units per year.

HOUSING AND NEIGHBORHOODS GOAL: Develop housing in the Regional Center at a rate of at least 310 housing units per year between 1980 and 2000 to increase the number of units from 8,000 to 14,000 and the population from 14,500 to 25,000. This represents approximately 7% of annual Marion County housing growth.



35 *American States walkway*

OFFICE DEVELOPMENT: Office development has been the Regional Center's one consistently successful private sector development pattern. Since 1968, \$147 million of the \$175 million in private sector Regional Center investment has been office development.

Future office growth is expected to keep pace with national growth trends (2.02% per year). This amounts to annual absorption rates of 310,052 square feet from 1980 to 1990 and 336,300 square feet from 1990 to 2000.

OFFICE DEVELOPMENT GOAL: Promote and support the development of 5.7 million square feet of office space in the Regional Center between 1980 and 2000.



36 *Morrison Opera Place and Amax Coal*

INDUSTRIAL DEVELOPMENT: Industrial development has a very significant impact on the Regional Center. Approximately one third of the area's employment and one quarter of its land is industrial. Regional Center industrial employment, however, is declining. From 1972 to 1977 industrial employment dropped by almost 2,000 jobs while overall Regional Center employment increased by 2,000 jobs. Between 1980 and 2000 the Regional Center will lose 1,346,000 square feet of industrial buildings due to displacement by such development as new housing, office, and parks.



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Eli Lilly Co.



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Children at Monument Circle

INDUSTRIAL DEVELOPMENT GOAL: Retain existing industries and develop new industries that are compatible with other Regional Center development to the extent that the current level of industrial employment in the Regional Center is maintained, and, at the same time, support the continued growth of industry on nearby "in city" industrial park sites.

RETAIL DEVELOPMENT: The Regional Center retail function can be held at the present sales levels or even improved as the central Indianapolis residential market stabilizes and the downtown employee

market expands. According to the Economic Analysis and Development Strategy existing sales of \$93.0 million are forecast to increase to \$105.1 million in 1990 (in 1978 constant value dollars). This should be adequate to support an expansion of new space or to improve sales in existing stores.

Downtown workers and close-in (4 mile radius) residents make up 78% of downtown retail market support. A major change in the character of downtown retailing will have to occur before residents beyond the 4 mile radius will contribute significant market support.

RETAIL DEVELOPMENT GOAL: Increase downtown retail activity to the extent that the downtown market share is increased from 9.2% to at least 12.5% of the metropolitan market.



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Wm H. Block Department Store

PUBLIC FACILITIES: Public investment in the Regional Center has kept pace with private investment. Approximately one half of the 500 million dollars of development in the Regional Center completed since 1968 has been public investment. Developments include parks, fire stations, post offices, the City Market, Convention Exposition Center, Market Square Arena, hospitals, facilities at IUPUI, the Marion County Jail, Library Addition, elderly housing, Federal Building, and the State Museum Remodeling.



40

IUPUI Campus

According to projections, Regional Center employment will be increasing at a rate of 1000 to 1500 jobs per year, and the resident population will grow at about 300 people a year. The demand for public facilities in the Regional Center will grow correspondingly.

PUBLIC FACILITIES GOAL: Public agencies serving large geographic areas (IUPUI, Medical Center, and federal, state, and local governments) should locate in the Regional Center and develop facilities that reinforce both private and public sector development.

Public facilities that serve mainly the Regional Center should develop facilities consistent with the growth in demand.

area of study with all other areas of study -- e.g., the objectives for residential development with the objectives for industrial development. Scoring is as follows:

- 10 - complete agreement
- 5 - partial agreement
- 0 - neutral
- 5 - partial disagreement
- 10 - complete disagreement

The comparison indicates that the greatest potential for disagreement is between the objectives for physical development and the objectives for historic preservation. The greatest potential for agreement occurs between plans for improving the Regional Center image and plans for developing open space.

Average scores for the objectives by study area are shown below:

- 2.70 - Urban Design
- 1.60 - Transportation
- 1.27 - Historic Preservation
- 2.37 - Recreation and Tourism
- 2.04 - Housing and Neighborhoods
- 1.90 - Office Development
- 1.13 - Industrial Development
- 2.00 - Retail Development
- 1.34 - Public Facilities

These scores indicate how much overall reinforcement each study area receives from the others based on the comparison of objectives, using the same scoring method used in the individual comparison of objectives.



41

Emergency equipment

COMPARISON OF REGIONAL CENTER OBJECTIVES

The preceding Regional Center goals are stated both in the study area reports (Office Development, Industrial Development, etc.) and also in Regional Center Plan, Implementation. This latter report also includes a comparison of each of the 75 objectives to all other objectives for potential conflicts and support. This was done with the aid of a matrix which records the 2,769 decisions that are necessary to complete the task.

A smaller matrix is included here. It numerically summarizes the compatibility of each

Table 3: Summary Comparison of Objectives

Urban Design	6.53								
Transportation	1.92	3.18							
Historic Preservation	1.30	.68	10.00						
Recreation & Tourism	4.44	.84	.36	7.37					
Housing & Neighborhood	2.92	.74	.83	3.04	5.36				
Office	1.55	1.30	.66	2.19	.49	3.68			
Industrial	1.57	1.60	.69	.36	.83	.48	4.67		
Retail	2.38	1.49	-.48	2.76	3.04	1.84	0	5.53	
Public Facilities	.40	2.21	.36	.10	1.79	1.99	.83	.82	2.11
	Urban Design	Transportation	Historic Preservation	Recreation & Tourism	Housing & Neighborhood	Office	Industrial	Retail	Public Facilities

Key to Scores

- 10 - complete agreement
- 5 - partial agreement
- 0 - neutral
- 5 - partial disagreement
- 10 - complete disagreement

These Regional Center goals and objectives have guided the decision making process that has determined the most important projects and programs for the future development of the area. From a careful evaluation of the trends and needs of the various components of the Regional Center, a direction for growth has been determined.

PLAN SUMMARY



URBAN DESIGN

The Indianapolis Regional Center is the physical, social, and economic center of Indiana. It is significant for a number of reasons, some of which are:

- *Although it is only 5.4 square miles in area, the Regional Center employs 28% of the workers in Marion County.
- *One square mile (the Mile Square) of the Regional Center provides one tenth of the tax base for the 400 square mile Marion County or 40 times the average tax per square mile generated in the remainder of the County.
- *Many important landmarks are in the Regional Center including the State Capitol, the Soldiers and Sailors Monument, and the monuments in the War Memorial Mall.
- *The Regional Center contains the seats of state and local governmental and the majority of federal offices represented in Indianapolis.
- *Most large scale festivals and many sports and cultural events occur in the Regional Center.
- *The Regional Center is the prestige location for corporate business headquarters.
- *Indiana University-Purdue University at Indianapolis (IUPUI) and the Medical Center (the largest concentration of hospitals in the state) are located in the Regional Center.



43

Activities at Monument Circle



44

Detail of Soldiers & Sailors Monument

*The Regional Center contains the largest number of retail establishments of any shopping center in the metropolitan area. This includes the headquarter stores for L.S. Ayres & Co., Wm. H. Block Co. and L. Strauss Co.

*Two of the city's largest industrial employers, General Motors Corp. and Eli Lilly & Co., are located in the Regional Center.

The Regional Center is important now, but the future promises much more. At present there are approximately 1,000,000 square feet of office space under construction downtown. This development is a combination of new construction and renovation.

White River Park will develop 250 acres on either side of the underutilized White River into a park of international significance. The park will include an observation structure, a public exposition hall, and a family entertainment center. These facilities will fulfill a demand for entertainment presently not met anywhere in central Indiana.

The Convention Center Expansion/Multi-use Sports Facility will not only give the city much needed additional convention space, but will help to regularly bring major sporting events to the city. Amateur sporting events also will be brought to the city by the Indiana University Natatorium which is presently under construction, the Indianapolis Sports Center, and the track and field facilities at IUPUI.

The proposed Retail Mall will offer climate

controlled shopping with a greater variety of shoppers' goods than is presently available downtown.

Interest is building in the development of new housing in the Regional Center. The Economic Analysis and Development Strategy determined that there is a demand for approximately 300 new housing units in the Regional Center each year. Based on this demand for housing and the availability of land, the area's population will grow from a present 14,000 to 25,000 by the year 2000. New residents will be housed primarily in 6000 new units in and around the Midtown and Chatham-Arch neighborhoods, with some multi-use development occurring in the Core.



45 *American United Life Insurance Building*

Urban Design

ASSETS AND OPPORTUNITIES

The assets and opportunities are the positive elements on which new growth will be based. Examples are the Monument Circle renovation which has done much to stimulate improvements to neighboring structures in the heart of the downtown and the Union Station Project which will give the same stimulus to the deteriorated southern entry to the downtown.

WHITE RIVER 1

- In the study area of the White River Park Development Commission and proposed for development as a major urban park

MEDICAL CENTER 2

- Largest medical research facility in the state
- Over 50,000 admissions and 500,000 hospital and clinic out-patient visits per year to center hospitals

IUPUI 3

- Growing urban university with a projected enrollment of 40,000 students

AMATEUR SPORTS 4

- Includes the Track and Field Stadium, Natatorium, and Indianapolis Sports Center

INDIANA CAPITOL COMPLEX 5

- Concentration of state government offices with over 6,000 employees
- Historic buildings and new civic architecture
- Potential interrelationship with the Canal and the University

CONVENTION CENTER 6

- Major activity generator
- Opportunity to develop related uses (e.g., hotels, commercial, recreational, entertainment, and parking) in close proximity
- Increased flexibility of the Convention Center through proposed Convention Center Expansion/Multi-use Sports Facility

SOUTHSIDE INDUSTRIAL AREA 7

- Potential for renewal as an "in-city" industrial area
- Well served by interstates, rail, and arterial streets

FLETCHER PLACE/GREER STREET 8

- Historic neighborhoods
- Some historic structures remaining in the Virginia Ave. commercial strip

UNION STATION 9

- Significant historic structure now proposed as a ground transportation center (passenger trains, buses, taxis, and other vehicles)
- Vitality will be regained through restaurants, offices, visitor activities, and a cultural arts complex

CORE 10

- Most intensely developed land in Marion County
- Center of office, financial, retail, and pedestrian activity in downtown

MONUMENT CIRCLE 11

- A historic, architectural landmark
- Newly renovated streetscape an attractive setting for outdoor events

MARKET SQUARE 12

- Major activity magnet which includes City Market, Market Square Arena, and City-County Building

LOCKERBIE 13

- Historic residential district being restored through a combination of public and private renewal

CHATHAM-ARCH 14

- Historic residential district
- Contains a historically and architecturally significant commercial strip along Massachusetts Ave.

WAR MEMORIAL MALL 15

- Significant urban open space that includes historic buildings and monuments
- Currently undergoing landscaping renewal and replacement

PROJECT H AND H-1 16

- Significant area of new housing in the Regional Center
- 130 housing unit development now under construction

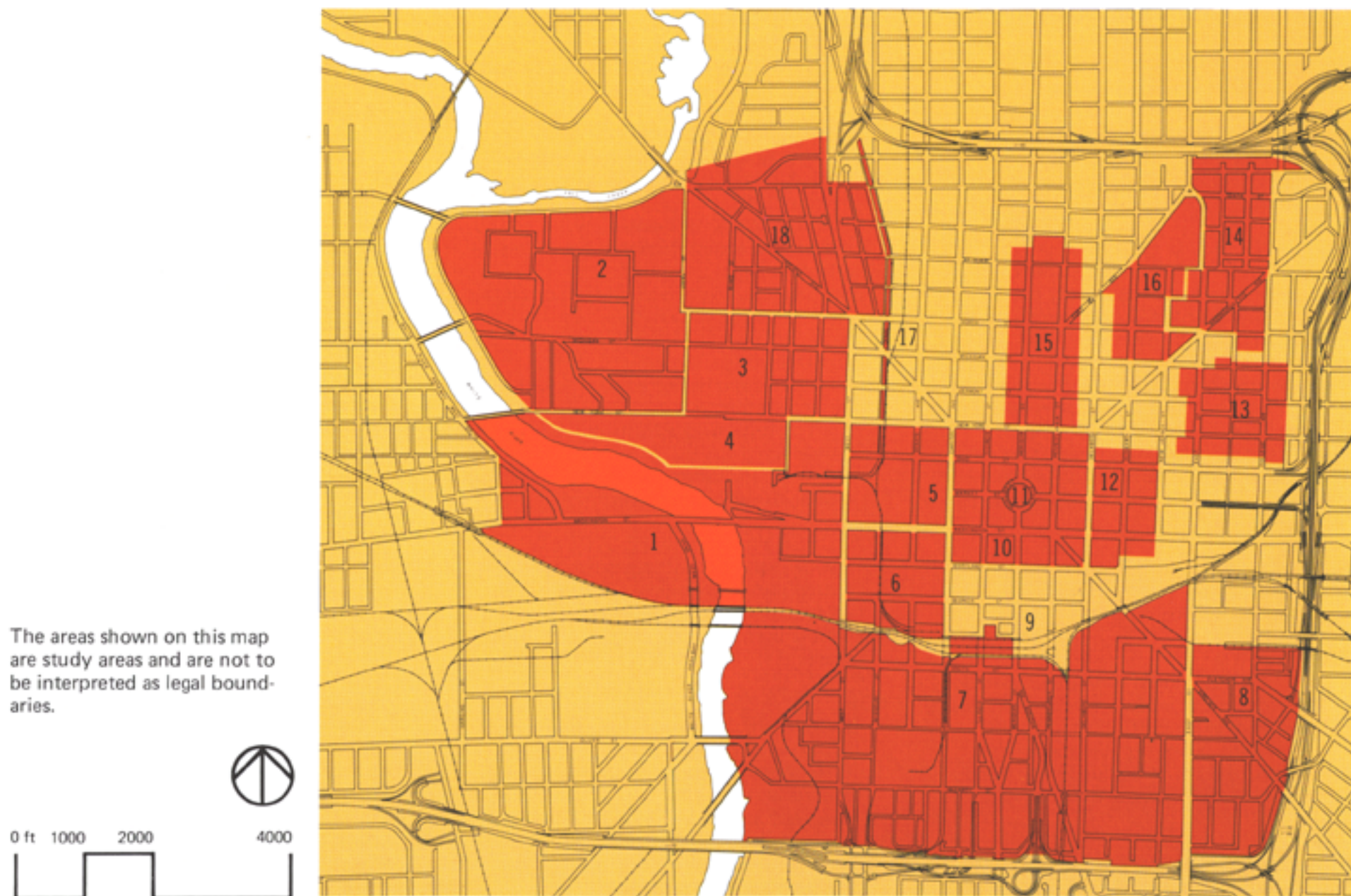
CANAL 17

- Potential for development to aid revitalization of residential areas
- Potential for Lower Canal District to stimulate commercial development related to the Capitol Complex and the University

MIDTOWN 18

- Potential area for development of new residential, commercial, and related facilities

Figure 3: Assets and Opportunities



Urban Design

ENVIRONMENTAL PROBLEMS

The Regional Center also has environmental problems that not only detract from its positive image, but also hinder new growth and development. Many of these problems require resolution before positive improvement of large portions of downtown can take place.

- MIDTOWN** 1
- Substandard housing and abandoned structures present health and safety problems
 - Deterioration of strip commercial along Indiana Ave. creates blight and disinvestment in the neighborhood
 - Industrial encroachment and lack of recreation space further endanger the viability of the residential area
 - Area between the University and the neighborhood is vacant and should be renewed
 - Lockefield's structures or site need to be reused
- WHITE RIVER** 2
- Water Pollution
 - Unsightly river banks
- STRINGTOWN** 3
- Hazardous condition in neighborhood due to numerous at-grade railroad crossings and heavy truck traffic
 - Unpleasant living environment also present because of polluted river front and unsightly industrial development
- VALLEY** 4
- Hazards to residential area because of heavy truck traffic and poor maintenance

- of railroad and street rights-of-way
- Viability of neighborhood threatened by aging structures and lack of park and open space

- SOUTHSIDE INDUSTRIAL AREA** 5
- Warehousing, truck terminals, railroad yards adjacent to residential, commercial development
 - Traffic hazards, disposal of waste on vacant lots, and neglected and abandoned establishments
 - Uneconomic use of a vitally important area

- CORE SUPPORT** 6
- Mixed uses and neglected commercial and industrial structures
 - Traffic problems due to street loading and unloading
 - Vehicular and railroad access to industry passing through downtown

- FLETCHER PLACE/GREER STREET** 7
- Residential areas without adequate buffering from surrounding industry
 - Aging structures, traffic hazards, incompatible uses, and lack of park and open space

- CORE** 8
- Experiencing congestion, inaccessibility, and obsolescence problems
 - Loss of economic vitality through a major decline in retail sales
 - Dispersal and decentralization of some core activities, services, and population to more attractive locations outside the C.B.D. and to the suburbs

- Pedestrian-vehicular conflict and air pollution problems due to large volumes of through traffic
- Surface parking - undercapitalization of valuable real estate
- Visual and aesthetic chaos

- CORE SUPPORT** 9
- Vacant and neglected buildings along Washington St. at a major entrance to downtown
 - Large areas devoted to surface parking
 - Visual chaos and health and safety hazards presented by mixed and incompatible uses, truck traffic, and obsolete structures

- DIAGONAL STREETS** 10
- Inefficient intersections with complicated signalization and increased traffic congestion

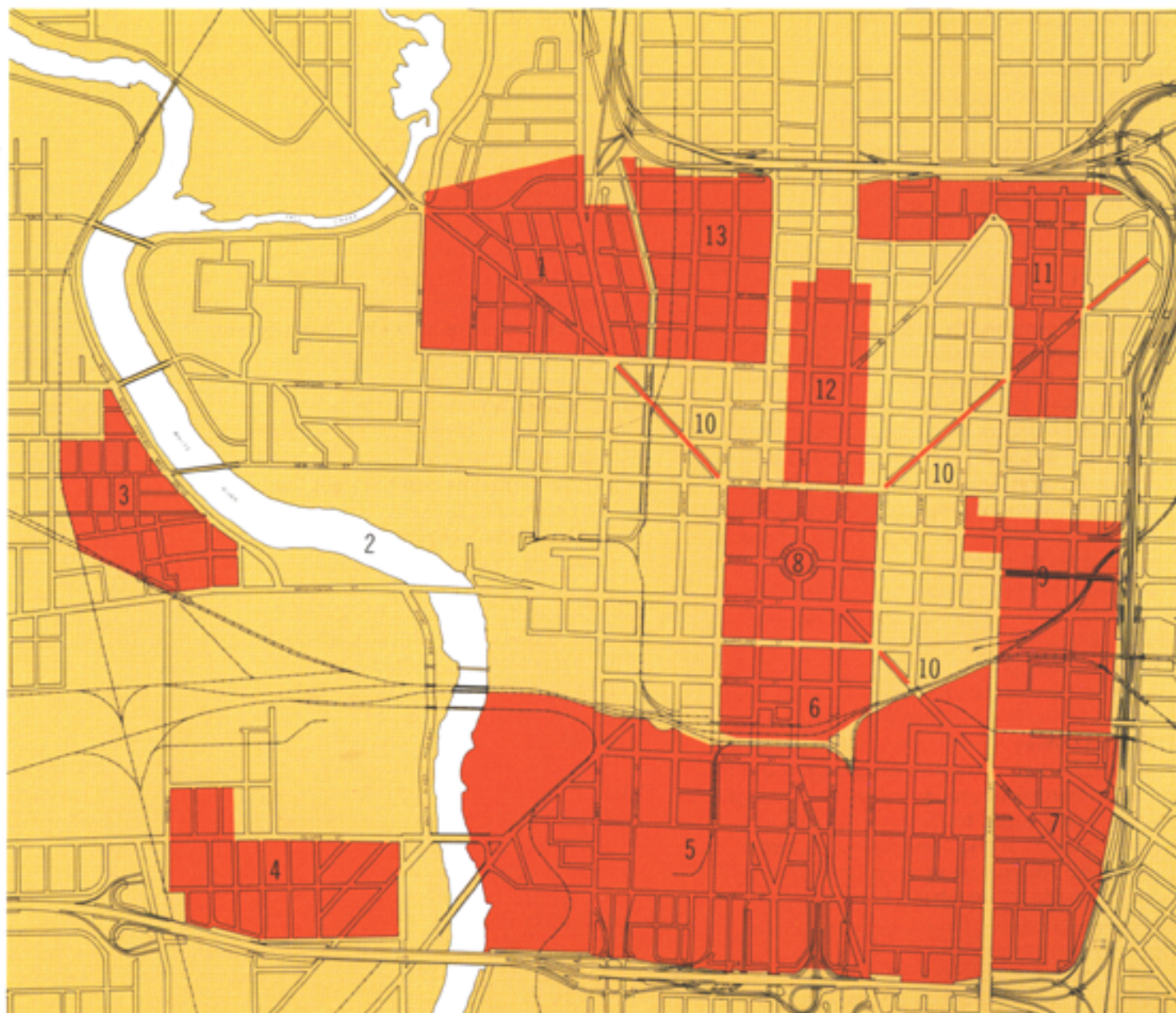
- NORTHEAST HOUSING** 11
- Substandard housing and abandoned structures
 - Industrial and commercial encroachment into residential properties
 - Traffic hazards and problem intersections

- WAR MEMORIAL MALL** 12
- Unmaintained and deteriorating areas along Mall

- CORE SUPPORT** 13
- Dilapidated and substandard structures
 - Mixed and incompatible land uses
 - Water Company Canal inaccessible for recreation purposes due to poor condition of areas surrounding the canal

Figure 4: Environmental Problems

The areas shown on this map are study areas and are not to be interpreted as legal boundaries.



Urban Design

URBAN DESIGN PLAN ELEMENTS

The major elements of the Urban Design Plan are districts, linkages, nodes, landmarks, gateways, and edges. Through the improvement of these major elements, separately and in conjunction with each other, a strong, cohesive Urban Design Plan will be created.

The following is a general description of Regional Center districts, linkages, nodes, landmarks, gateways, and edges. A more detailed treatment of specific districts of the Regional Center is included in the report, Regional Center Plan, Urban Design.

DISTRICTS

Districts are large areas that have a unique and identifiable character.

The Regional Center has a number of easily identifiable districts, including: Hospital/University, Core, War Memorial Mall, and Capitol Complex. Other districts are not as clearly defined.

Essential to the clear definition of any district is the creation of a distinctive, homogeneous character. Elements that add to the formation of a particular character are land use; building style, size, color, texture, proportion, rhythm, scale, and degree of maintenance; amount of open space, light, air, and so on. A unique combination of these elements, consistent over a large scale area, creates district character.

Areas of the Regional Center that are the

focus of the projects and programs proposed in the Regional Center Plan also should be the focus for improvements in overall appearance and function. These districts and subdistricts are the following: St. Joseph St., Chatham-Arch, Northwest Housing, Southeast Housing, Lower Canal, Stringtown, Valley, Southside Industrial, Lilly, White River Park, Amateur Sports, IUPUI, Convention Center, Union Station, and the Core.

Land use planning is a major tool in developing specific character for districts. Each district should include only the land uses that support its unique character. (See the description of the General Land Use Plan, Page 40).

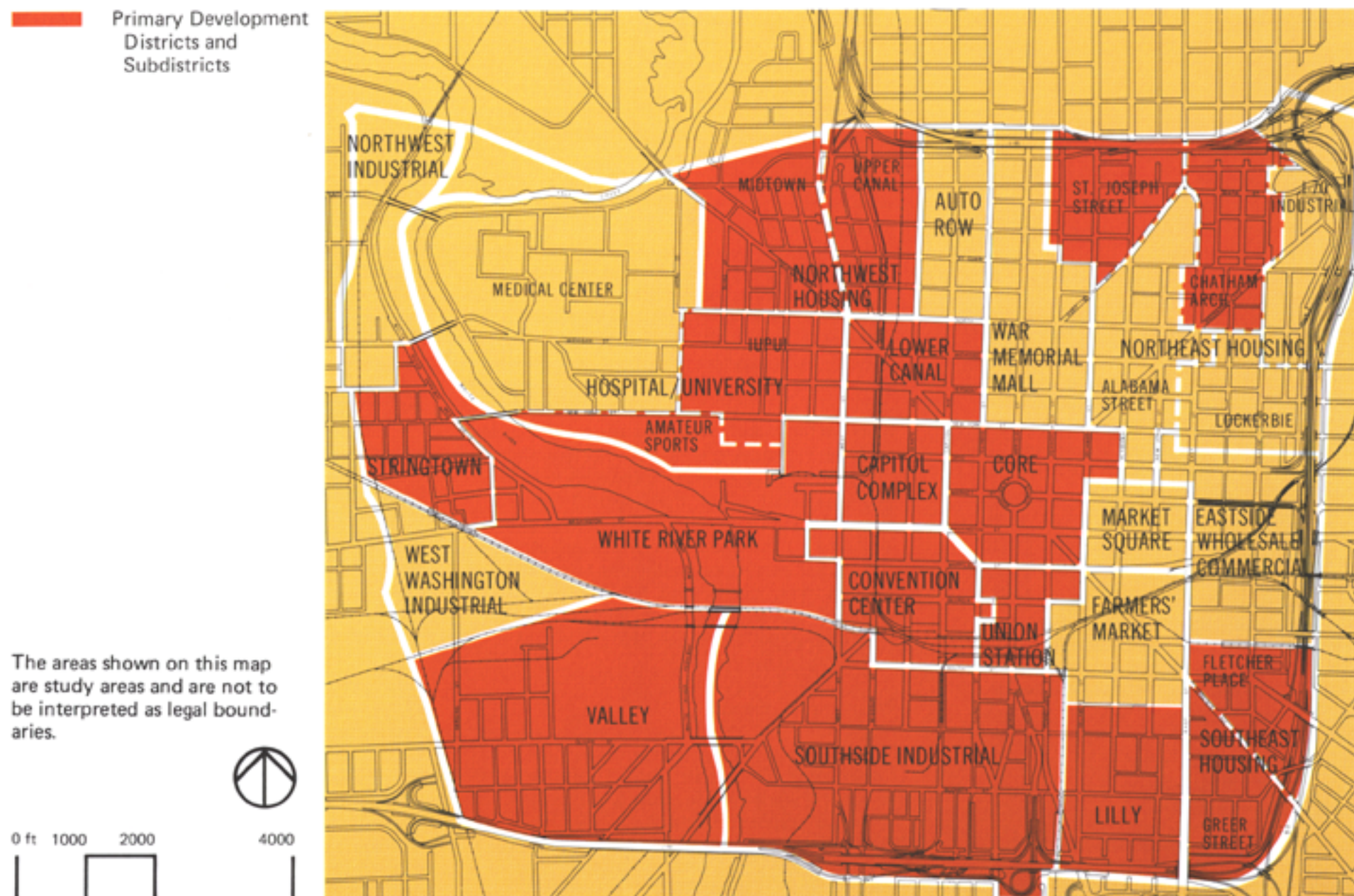
Zoning is the legal mechanism that makes new development conform to the land use plan. It is important that zoning be compatible with the recommended land use and character of each district. (See the description of the Zoning Plan, page 44).



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War Memorial Mall

Figure 5: Study Districts and Subdistricts



Urban Design

LINKAGES

Linkages are elements which connect one district with another district or districts.

The Urban Design Plan proposes five basic types of linkages each with its own particular use and corresponding character; major vehicular, urban core linkages, local collectors, pedestrian linkages, and neighborhood linkages.

Major Vehiculars

Major vehiculars carry heavy traffic into and around the Regional Center. Examples are Delaware, Pennsylvania, New York and Michigan Sts. These streets serve as the primary vehicular circulation system and should therefore be treated accordingly. The major emphasis should be on the safety and ease of circulation and can be achieved through such measures as traffic light synchronization, on-street parking restrictions, surface treatment, lane design, and turning motion control.

Because of the heavy volume associated with these streets, special attention also must be given to pedestrian safety, especially in areas such as the Core and Hospital/University where large numbers of pedestrians are present, and in residential districts where children are present.

Urban Core Linkages

While fostering an image of activity and urbanism, the urban core linkages join elements within the Core. Examples are Market, Wash-

ington, Meridian and Pennsylvania Sts., within several blocks of Monument Circle. These streets contain both heavy vehicular and heavy pedestrian traffic and should be designed in such a way as to promote the ease of movement, circulation, and safety of the vehicles and pedestrians.

Also crucial in their role as image producing elements, these streets should, through their design and treatment, express and promote the activity, uniqueness, and importance of the Core. Examples are the Monument Circle and Market Street beautification projects.

Local Collectors

Whereas the major vehiculars primarily are used to bring vehicular traffic into the Regional Center, the local collectors serve to link together districts within the Regional Center. Examples are North, Vermont, Senate and Alabama. The design and development of these collectors should make use of amenities such as trees, landscaping, benches, and bus stops to create an inviting environment and encourage pedestrian, bicycle, mini-bus, and shuttle traffic.

Pedestrian Linkages

There are many areas within the Regional Center that will benefit from a link that is devoted to pedestrians only and excludes vehicular traffic. Pedestrian linkages may take the form of on-grade walkways, upper-level walkways, sub-level walkways, or a combination of these.

A system of upper-level walkways and sub-level walkways, will be developed within the Core, in order to allow pedestrian movement from one building or complex to another. A description of this system is included in Regional Center Plan, Transportation.

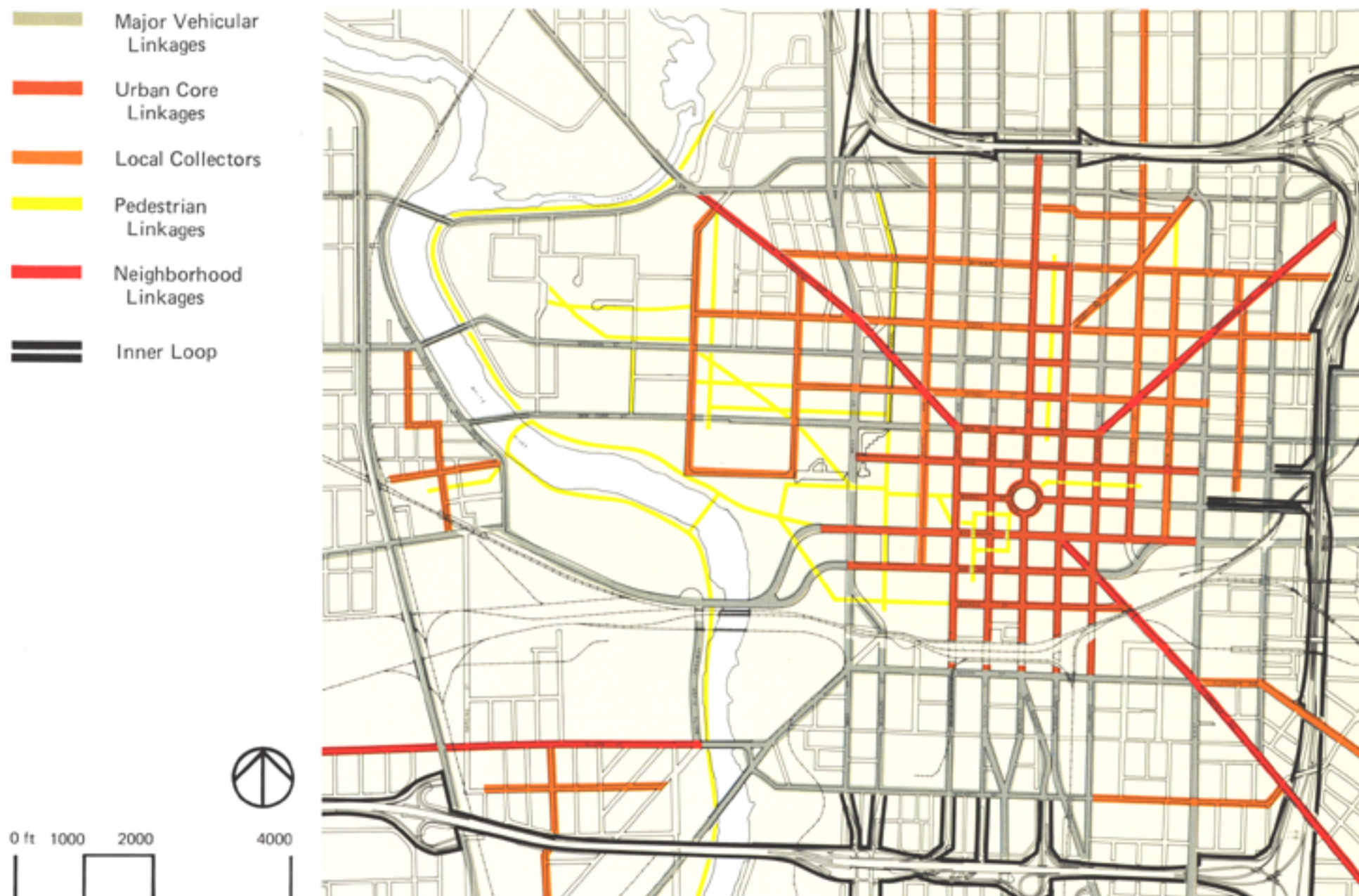
Another walkway system should be developed on the west side of the Regional Center. Completely developed, this system will link the Hospital/University, Northwest Housing, Capitol Complex, Convention Center, White River Park, Stringtown, and Valley Districts together with a combination of sub-level, grade-level, and upper-level walkways.

Neighborhood Linkages

Indiana, Massachusetts, and Virginia Aves. should be developed as the primary neighborhood foci and linkages into the Core for the Midtown, Northeast Housing, and Southeast Housing areas. These avenues also should serve as extensions of the Core expanding outward. They should be developed as mixed-use districts containing retail, commercial, housing, service, office, and public uses with an emphasis on serving their surrounding areas.

Each avenue should be developed to express its importance to the surrounding neighborhood through consistent design. Trees, landscaping, benches, bus stops with shelters, and crosswalks, all should be included to provide a pleasant pedestrian environment. To protect the pedestrian atmosphere, heavy vehicular traffic should be discouraged through proper light synchronization, restriction of turning motions and signage.

Figure 6: Linkages



Urban Design

NODES

Nodes are small homogeneous areas that are the focus of activity. They are typically located at intersections of major linkages or in proximity to important structures or public spaces.

There are many elements which contribute to the development of a node. The key element is activity, where people are passing through, stopping, meeting, eating lunch, visiting with friends, listening to music, soaking up the sun, and so on. Nodes also may be important intersections for vehicular traffic, the intersection of two major streets, exit and entry points, or on-off ramps to freeways.

A node also should have a homogeneous character which identifies it as a "place". This can be accomplished through consistent pavement patterns, tree planting, and lighting, as exemplified by Monument Circle, Obelisk Square, and University Park.

The Urban Design Plan shows many major and minor nodes both existing and proposed. Each node should be developed with the elements discussed above to create a distinctive, vibrant character.

Land uses, especially grade-level uses at the edge of nodes should contribute to the activity of the area. Major office lobbies, retail establishments, and restaurants are some establishments which generate activity beneficial to the vitality of nodes.



47

Monument Circle



49

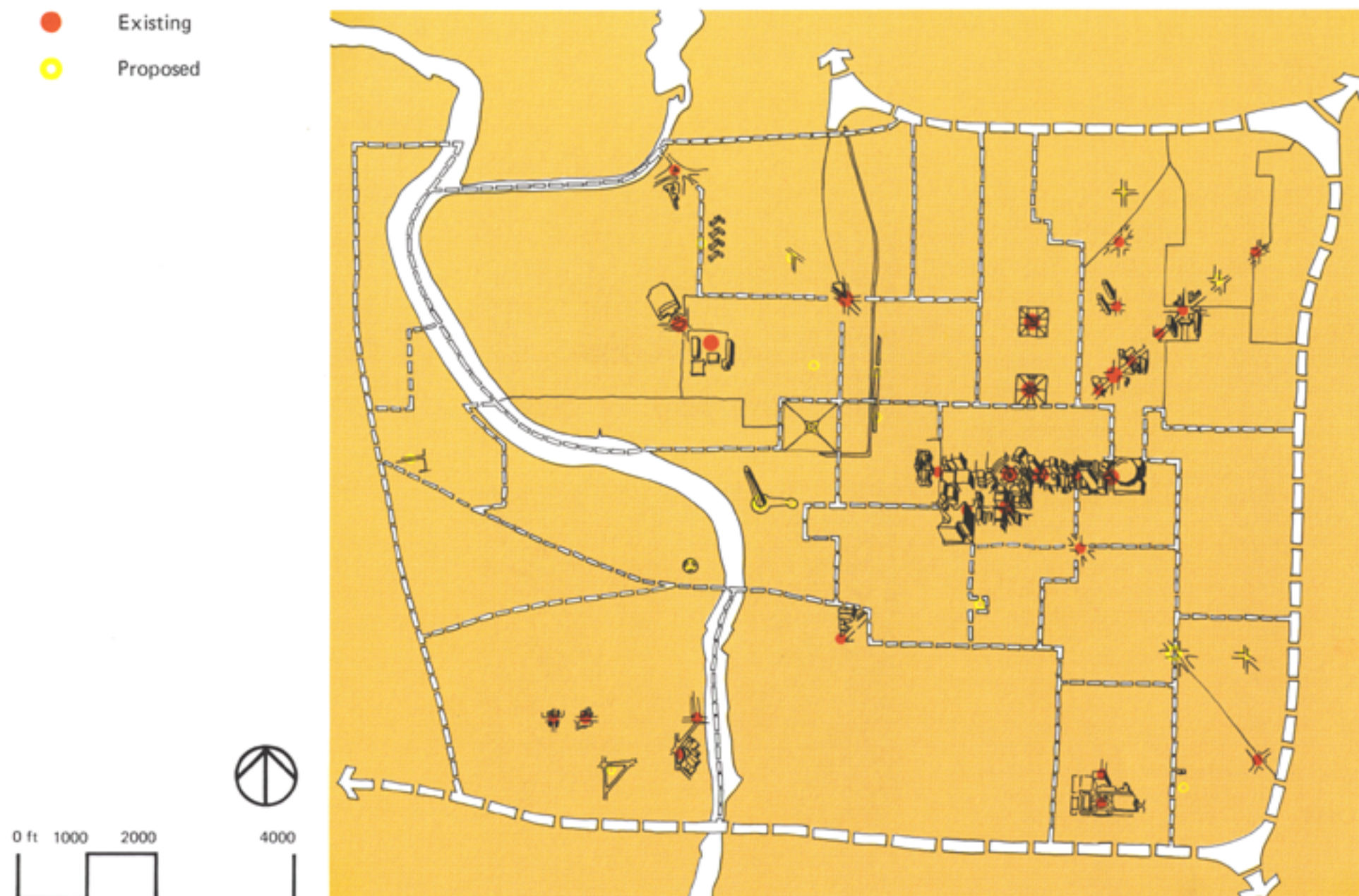
City Market



48

University Park

Figure 7: Nodes



Urban Design

LANDMARKS

Landmarks are individual, physical elements that serve as reference points in locating nodes and districts. At the same time they add to the total image and quality of the Regional Center.

The qualities that distinguish a landmark are uniqueness, form, and prominence of location.

The Regional Center should contain a wide variety of landmarks not only to designate the location and importance of each district or node, but also to designate the location and importance of the Regional Center to Indianapolis and Indiana. The major concentration of landmarks should be within the Core, in order to represent its central importance. Each district should contain one or more landmarks which support and express that district's functions and unique characteristics as exemplified by Riley Towers in the Northeast Housing District.



50

Riley Towers Housing



52

Marion County Public Library

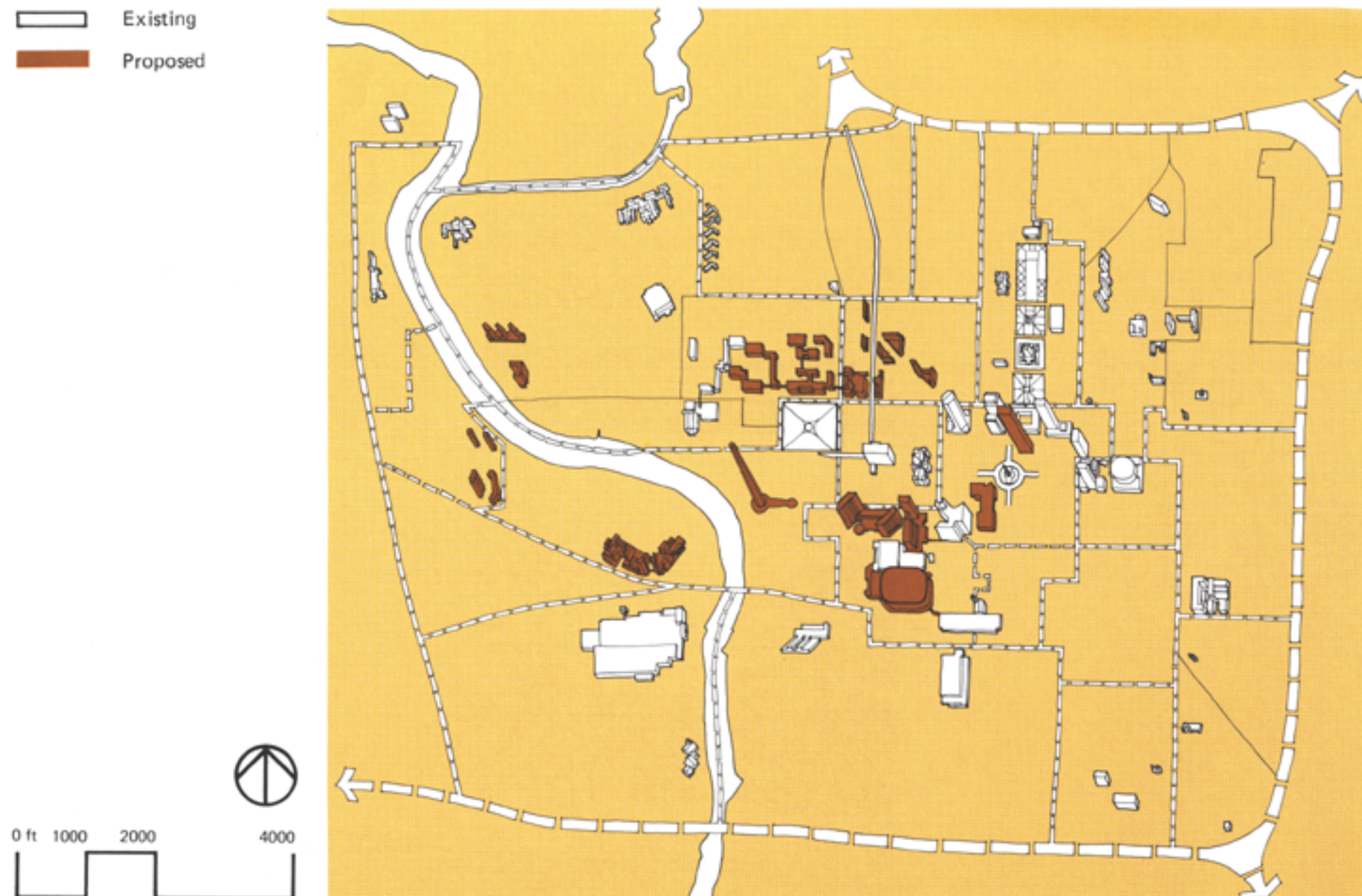


51

State Capitol

Figure 8: Landmarks

Existing
Proposed



Urban Design

GATEWAYS

Gateways are the arrival and departure points of districts. First and last impressions of an area are developed at these key locations.

By developing a gateway with elements of form, texture, scale, color, and landscaping, that are characteristic of the district, the gateway will "set the mood" for the person entering the district. The gateway will gain added significance if a name or logo of the district is incorporated at the entry, as is done in some historic districts.

Two major types of gateways should be developed: gateways into the Regional Center and gateways into districts and nodes. Examples of Regional Center gateways are the streets that enter the downtown under the Inner Loop. Gateways to the City was the subject of the design charette, Indycore '81'. Improvements for three major entries were recommended by this study.

Each district should contain significant gateways, especially where major streets or pedestrian ways penetrate the district. An example of this is the proposed gateway at the entry to the Chatham-Arch District at Saint Clair and East Sts. Some urban design feature such as a building, wall, landscaping, or historic district sign should announce entry at this point.



53

Railroad overpass



54

Inner Loop overpass

Figure 9: Gateways



Urban Design

EDGES

Edges, which are boundaries between districts, serve to contain districts. An edge may be a barrier or a transitional area, a street, a line of buildings, a river, a railroad track, a row of trees, or any other element which serves as a boundary between districts.

A strong edge is developed when there is continuity of form along its length and when the edge is clearly visible (e.g., when an edge is created by a significant change in land elevation). An edge should be visible from a distance to clearly illustrate that a unique area lies ahead and to give a sense of physical definition. It should also be developed as a uniform element through consistency of design and elements such as landscaping, building materials, and paving.

I-70/I-65 (the Inner Loop) should be improved as the major Regional Center edge on the north, east, and south sides. The proposed Harding Street improvements will form the major edge on the west side.

There also should be a wide variety of district edges developed within the Regional Center such as the White River Corridor and the railroad lines south of the Core. Other edges within the Regional Center are proposed for improvement in Regional Center Plan, Urban Design. In some instances a strong edge or barrier may be required between two districts (where housing abuts industry for example) whereas in other instances a very subtle, almost non-existent, edge should be developed (between two different housing areas for example).



55

Railroad embankment



56

Elevated Inner Loop

Figure 10: Edges



Table 4: Change in Land Use

GENERAL LAND USE PLAN

Changes in land use are proposed in order to reinforce existing positive land uses, encourage new development, and eliminate disruptive land uses.

Existing Regional Center land use can be divided into nine categories: public and semi-public; commercial; residential; industrial; parks and open space; mixed use; parking; vacant; and street rights-of-way and river corridors. The General Land Use Plan shows the proposed use of the 5.4 square miles of land in the Regional Center.

A comparison of 1980 land use to land use after implementation of the Regional Center Plan (1980-2000) shows that the primary changes in land use will be a significant increase in parks and open space and public and semi-public (primarily White River Park) offset by a dramatic decrease in vacant land, industrial land, and parking.

Another significant change is the increase in residential land which is necessary to reinforce and expand downtown housing.

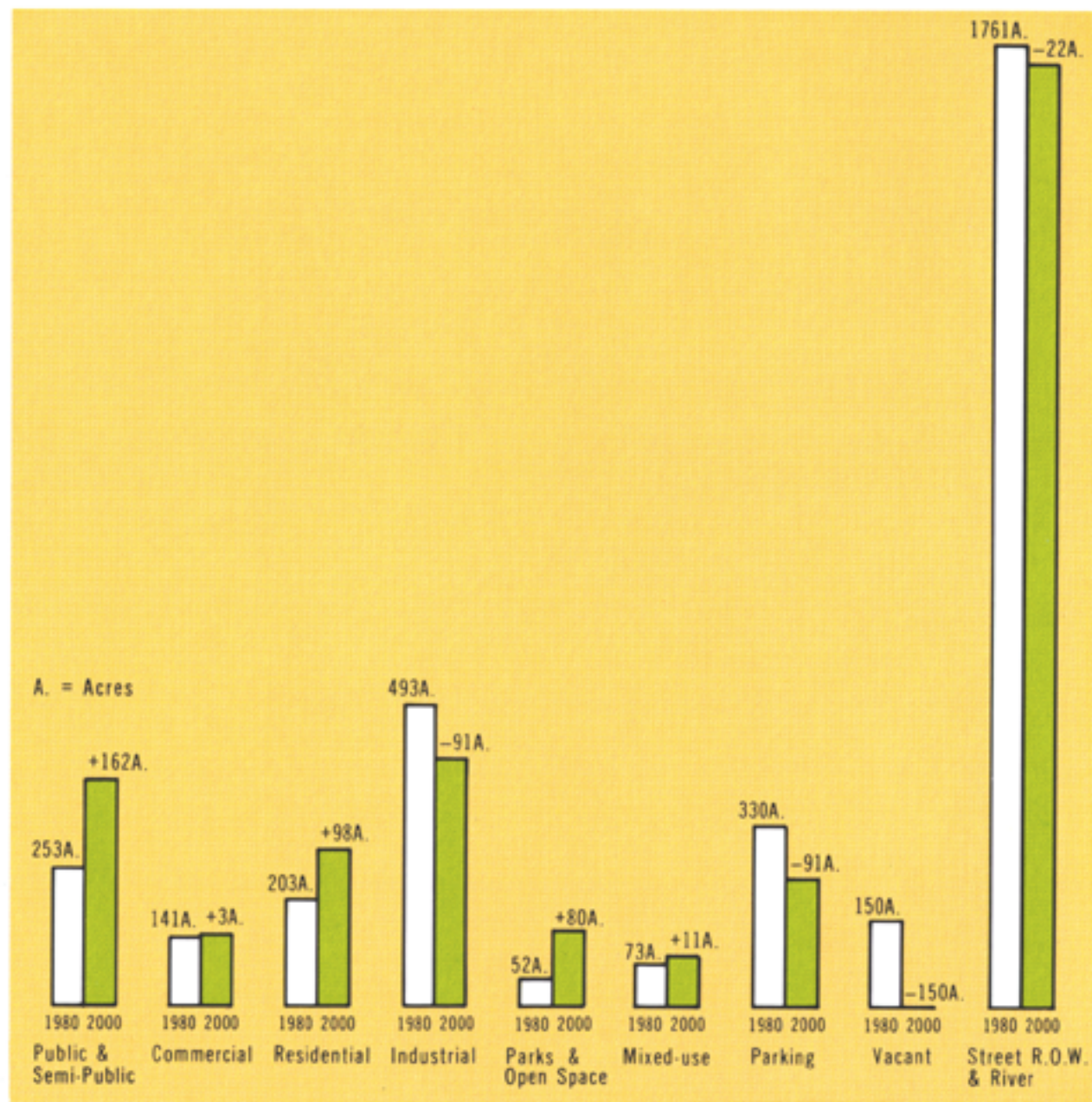


Figure 12:Land Use Plan

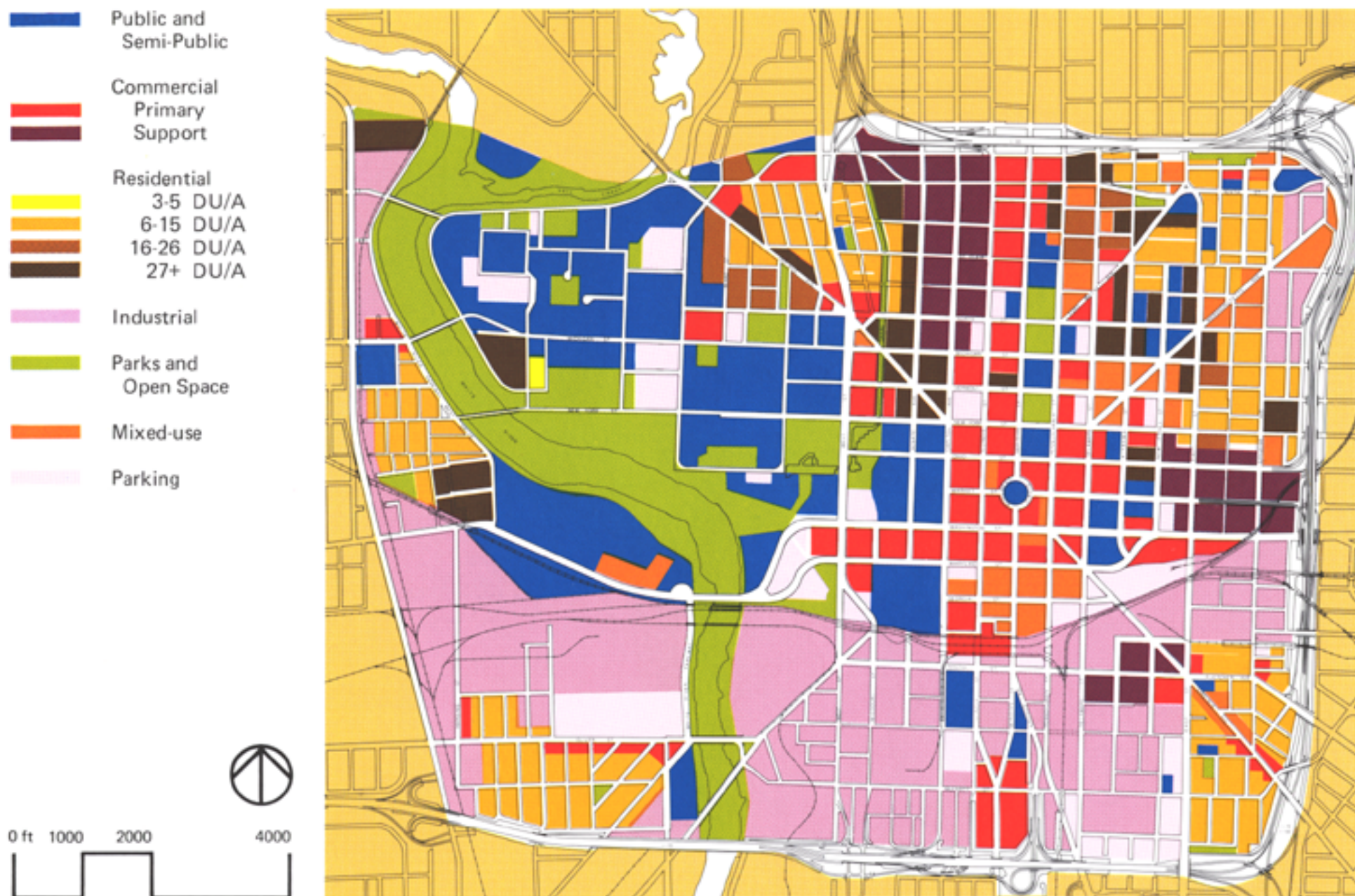
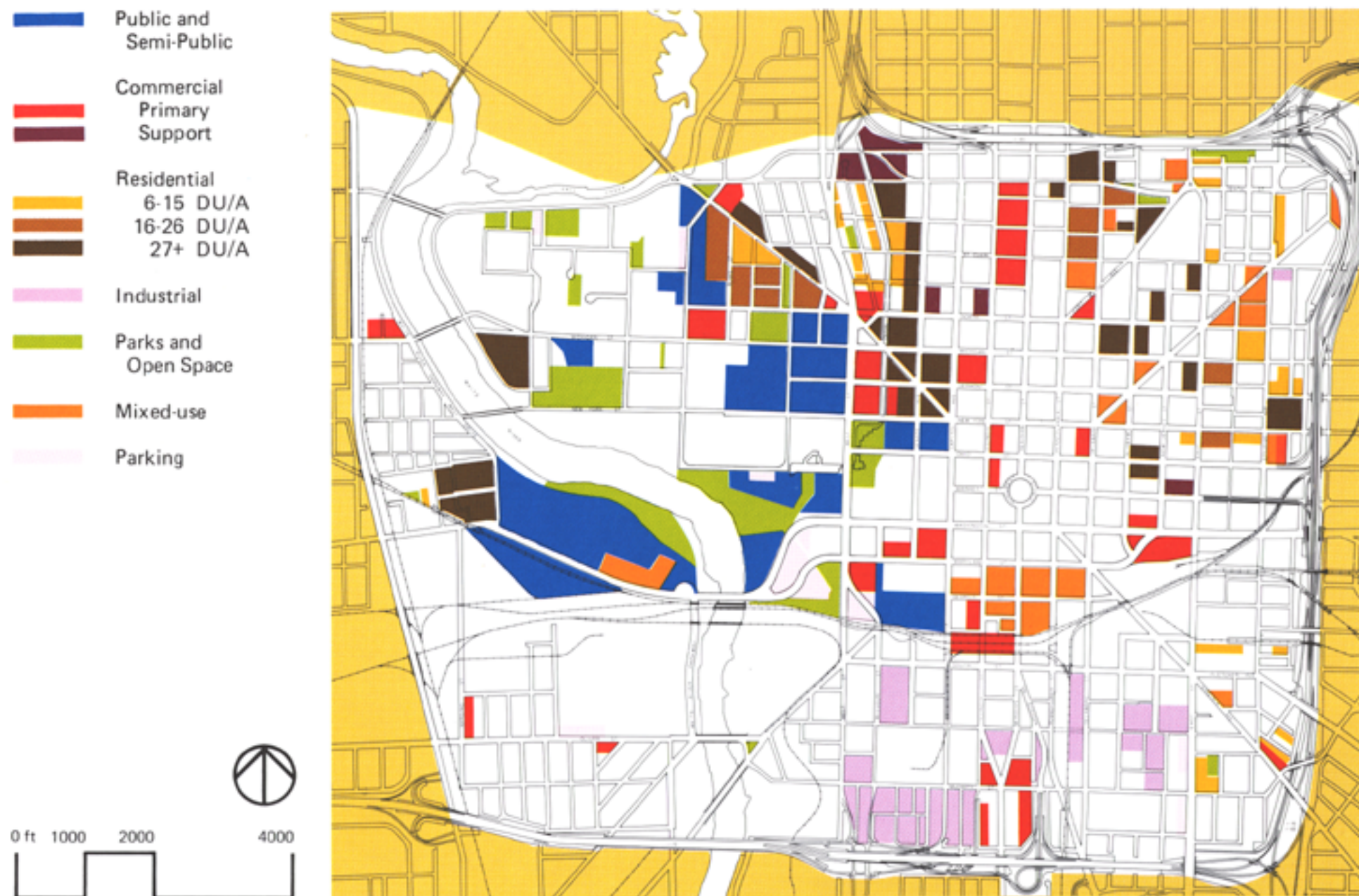


Figure 13: Change in Land Use



ZONING PLAN

The Zoning Plan recommends changes in zoning that are necessary to insure that new development conforms with the Land Use Plan. Present zoning in the Regional Center would prohibit a large portion of the new housing development shown in the Regional Center Plan.

Dwelling district zoning in Chatham-Arch should be reclassified to allow single-family residential development. In order for housing to be developed adjacent to the Upper Canal, industrial and commercial zoning should be replaced by residential zoning. The primary zoning in the half block area surrounding Lockerbie Square should be changed from industrial and commercial to residential. The housing in the Greer Street District is zoned industrial as is the supporting neighborhood commercial strip along Virginia Ave. These should both be changed. Portions of Fletcher Place, Stringtown and St. Joseph Street Districts should also be changed from commercial and/or industrial zoning to residential zoning.

Development of the Lower Canal will necessitate changing university and industrial zonings to mixed commercial zoning.

A portion of the land slated for development by White River Park is residential, commercial, or industrial and should be changed accordingly.

The following is a brief description of the major zoning districts in the Regional Center. The adopted ordinances should be consulted for specific definition or development controls.

D-5
Permits medium-high density single-family with urban services and utilities. Smallest single-family lot size permitted. Two-family dwellings permitted on corner lots only.

D-8
Permits high-density, low-rise, multi-family housing. Located in areas experiencing renewal either by public action or natural process.

D-10
Permits high-density, multi-family use.

C-3 NEIGHBORHOOD COMMERCIAL DISTRICT
Permits a complete range of indoor retail sales, personal, professional, and business service uses for a neighborhood.

C-3C CORRIDOR COMMERCIAL
Provides for a more intensive use of frontage along portions of extremely high-volume, primary thoroughfares where a low-density residential area is in a pattern of transition through obsolescence.

C-4 COMMUNITY-REGIONAL COMMERCIAL DISTRICT
Permits major business groupings and regional shopping center. Heavy traffic generators require thoroughfare access.

C-S SPECIAL COMMERCIAL DISTRICT
Permits combination of uses, commercial and noncommercial, in a planned complex. Intended to encourage greater creativity in land planning, structural design, and development.

CBD-1
Permits core activities of all types with wide variety of related land uses, 100% lot coverage, and unlimited building heights (subject to sky exposure plane controls).

CBD-2
Permits support uses for CBD-1 (with less land use intensity than CBD-1) and unlimited building heights (subject to sky exposure plane controls).

CBD-3
Provides for an exclusive office-apartment district around the War Memorial Mall and convenience retail for area residents or employees. 100% lot coverage, no height limitations, and no sky exposure plane controls.

CBD-S
Permits public, semi-public, apartment, office, research and development uses.

I-3-U MEDIUM INDUSTRIAL URBAN DISTRICT
Intermediate district located away from residential areas and buffered by lighter industrial districts.

I-4-U HEAVY INDUSTRIAL URBAN DISTRICT
Provides for heavy industrial uses with factors difficult, expensive, or impossible to eliminate. Requires sufficient buffering of objectionable characteristics to minimize any detrimental aspects.

SU-2
Permits schools.

SU-7
Permits charitable and philanthropic institutions.

SU-9
Permits buildings and grounds used by any department of town, city, township, county, state, or federal government.

SU-18
Permits light and power substations.

HP-1 HISTORIC PRESERVATION DISTRICT ONE
Permits the preservation, reconstruction, restoration, or development of historic areas.

HP-S HISTORIC PRESERVATION DISTRICT SECONDARY
Provides additional limited control on uses peripheral to a HP-1 to insure compatibility and harmony.

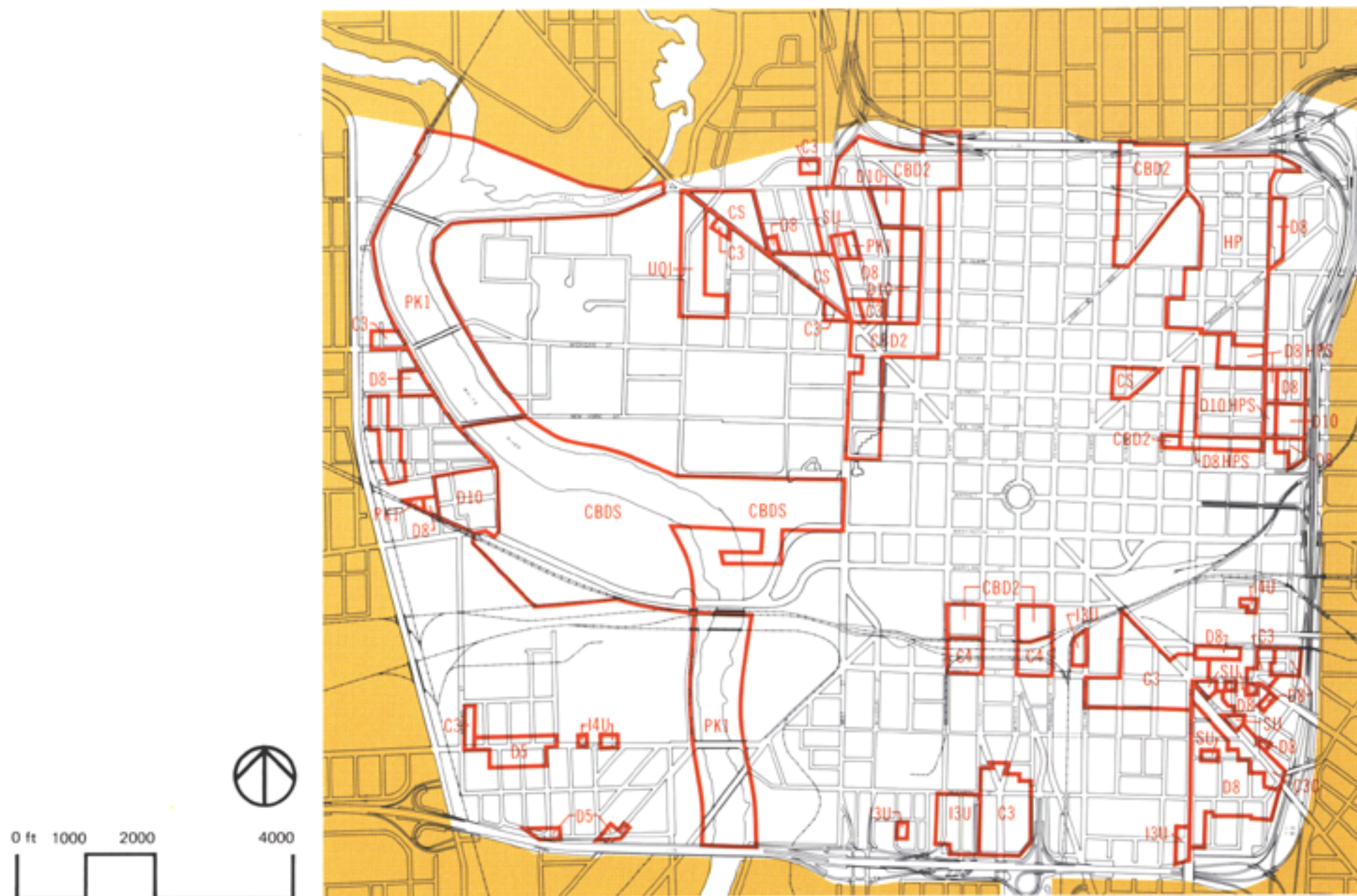
PK-1 PARK DISTRICT ONE
Permits all sizes and ranges of public park land and facilities.

RC-M REGIONAL CENTER - MARKET SQUARE DEVELOPMENT DISTRICT
Surrounds the City Market and requires that new development be compatible with the Market.

UQ-1 UNIVERSITY QUARTER DISTRICT ONE
Permits the development, expansion, etc., of a major university complex or campus. Includes public, semi-public, apartment, office, research and development uses.

REGIONAL CENTER
Requires that all development in the Regional Center be compatible with the existing environment in material, scale, color, texture, and rhythm.

Figure 14: Change in Zoning



Urban Design

URBAN DESIGN PLAN SUMMARY

The Urban Design Plan not only shows the interrelationships between districts, linkages, nodes, landmarks, gateways, and edges, but also contains recommendations for the improvement of these elements.

Monument Circle and the surrounding 16 block Core are the focus of the Urban Design Plan. The Core is compact and dense. It contains a mixture of development including tall office buildings, retail stores, government offices, hotels, restaurants, and parking garages. Both the streets within the Core and the streets that link the Core to other parts of the Regional Center should be developed to allow for the safe and easy movement of pedestrians, automobiles, mass transit, and bicycles. The vitality of the Core is dependent on this movement of people.

The Regional Center has 10 residential areas, and they are, with some improvements, the base upon which a growth in downtown housing and population should be developed. Housing developments in existing neighborhoods should be limited to low scale housing compatible with existing housing.

Higher density housing is appropriate in areas adjacent to these neighborhoods. It will help form the edges of these neighborhood districts, and at the same time, increase the population.

The highest density housing should occur in and around the Core or in new mixed use development areas such as the Lower Canal

District and the White River Park.

As elements of the western portion of the Regional Center (IUPUI, the Medical Center, Amateur Athletics, White River Park, the Lower Canal, and the Capitol Complex) continue to grow, provision should be made to link these developments together and to the Core. The emphasis should be on the use of pedestrian and shuttle systems to provide these linkages.

New industrial development should occur in the existing industrial area south of the Core. A general upgrading of the area should take place at the same time as the growth in new industry. Deteriorated buildings and vacant land are special problems.

The parks in the War Memorial Mall are the focus of the Mall District. Renovation of the American Legion Mall is necessary for the completion of the improvement of these parks. Buildings that border these parks should form a contrasting edge on each side of the Mall.

The Lower Canal District is surrounded by significant development areas: Midtown, Core, IUPUI, and the Capitol Complex. This district should be developed as the transition between its surroundings. It should focus on the historic Water Company Canal and contain a mixture of retail, office, and housing to serve the needs of the surrounding areas.

The Urban Design Plan will also incorporate plans that have been prepared recently for

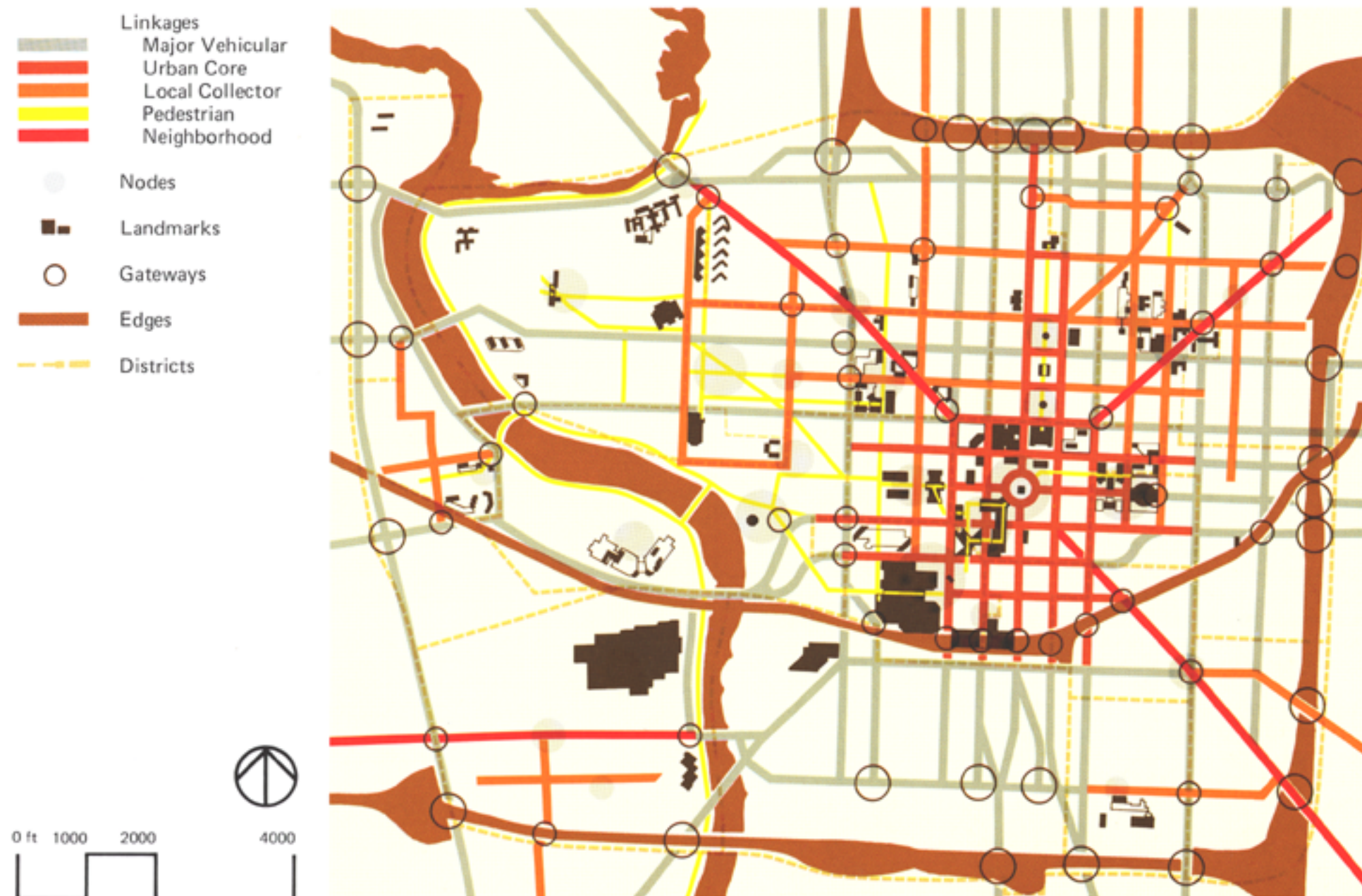
portions of the Regional Center. These include IUPUI, the Medical Center, White River Park, the Capitol Complex, and Union Station.

Improvements in the urban design of the Regional Center are recommended for the purpose of upgrading the quality of life in the Regional Center. They take into account not only the needs of people and facilities in the immediate area of the improvement, but also area-wide needs for improvement of the overall Regional Center image.

Many Urban Design issues are identified in the individual development reports. The following projects and programs are listed in Regional Center Plan, Urban Design:

- Beautify primary corridors accessing the Regional Center including the Interstates, New York, Michigan, West, Washington, North Meridian, South Meridian, and South Delaware Sts.
- Continue current procedure of Regional Center Zoning Review, and policy review of decisions by the Urban Design Review Committee of the Metropolitan Development Commission. Develop more specific guidelines for administering the review so that it is consistent with the Regional Center Plan.
- Develop a design information program and discussion sessions with developers and architects.

Figure 15: Urban Design Plan



TRANSPORTATION

Two primary issues require attention due to the intense development of the Regional Center: the need to reduce people's reliance on the private auto to come to the area, and the need to improve linkages among Regional Center transportation modes, to help people move about within the area.

Most people who come to the area drive their own cars. The street system functions well, both for the Regional Center employee and the visitor. No system-wide congestion is evident; general access problems will be removed largely by planned street improvement projects.

The adequacy of the system is very important. It is a major factor for the Regional Center's continuing growth and revitalization.

Predictions are that the street system will remain viable and that most people will continue to rely on private cars to come into the area. There are, however, pending opportunities that may encourage people to change their travel habits. Travel patterns also will change as more people are encouraged to use transit and ridesharing services to relieve parking areas for more intensive development and to reduce downtown air pollution levels.

There is also the opportunity to help and encourage people moving about within the Regional Center. The typical trip within the area involves changes of mode by the traveler. Quite often, conflicts are found at each change of mode. These conflicts reduce the overall functioning of the system, contribute to the poor image of some areas, and

reduce people's interest and ability to fully use Regional Center facilities.

VEHICULAR TRAFFIC

Approximately 210,000 vehicles enter the Regional Center each work day. By the year 2000 the volume of traffic is expected to increase by some 70,000 vehicles to 280,000 vehicles daily. Peak hour traffic, presently at 28,500 vehicles, will grow by 9,000 vehicles to 37,500.

The Official Thoroughfare Plan (adopted by the Metropolitan Development Commission, 1980) describes the major street system needed to carry this traffic. The Regional Center portion of the Thoroughfare Plan is



57

Monument Circle



58

Inner Loop

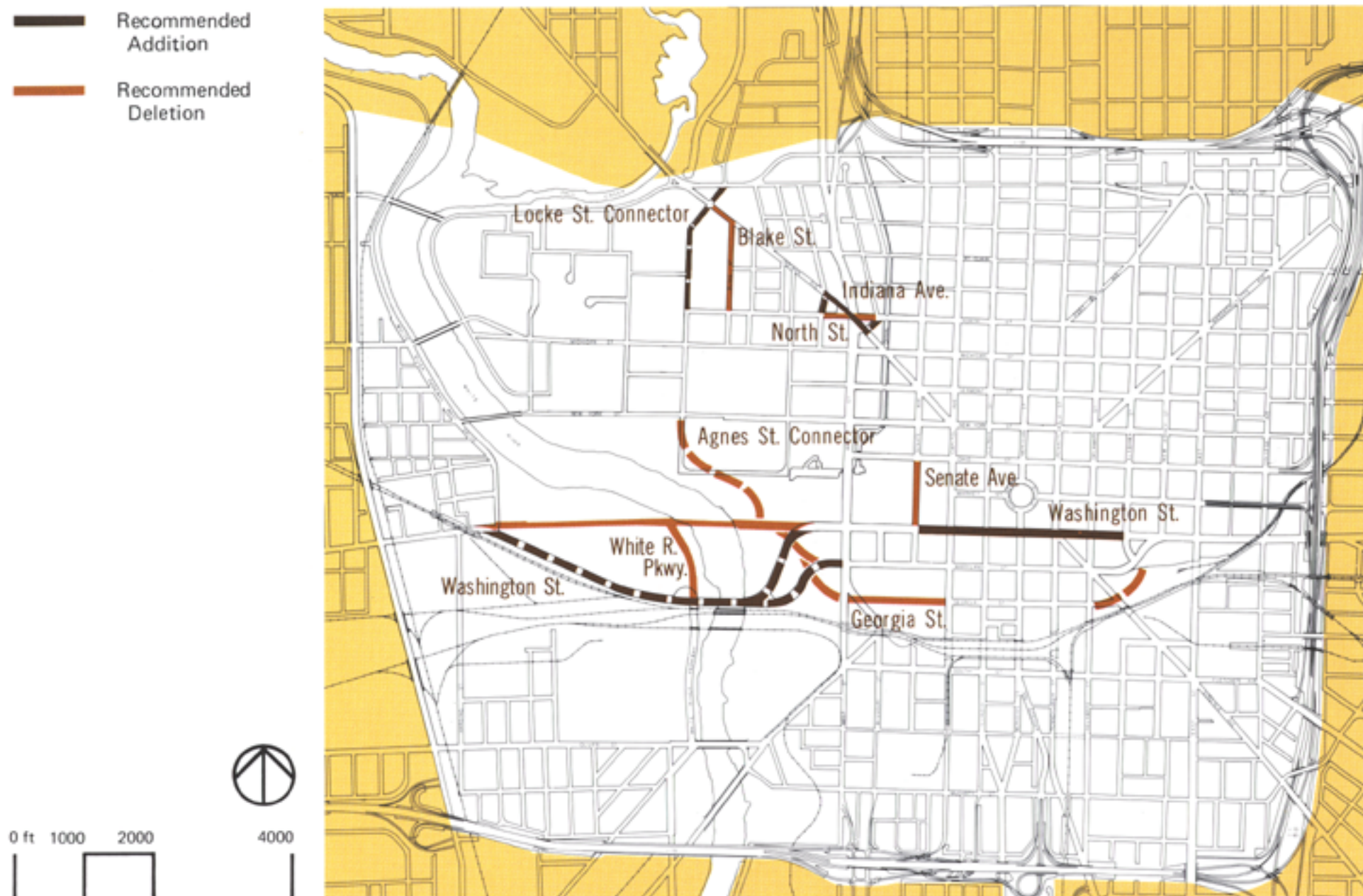
essentially complete. Improvements that are needed are in the western portion of the area (Harding, West, Missouri, and Agnes Sts.), in the northern portion (10th St.) and the southern portion of downtown.

Traffic congestion on area streets is not a system-wide problem. Most streets are functioning adequately; they provide for stable flow and relatively high speeds even during peak hour traffic periods. Congestion that does occur is scattered and more related to specific problems. Transportation projects and programs currently being implemented by DOT over the next few years will remove the majority of congestion problems.

During the evening peak hour (4-5 p.m.) the system is running at only 60% capacity

Figure 16: Recommended Amendments: Official Thoroughfare Plan

-  Recommended Addition
-  Recommended Deletion



Transportation

(28,500 vehicles leave the Regional Center. The area's outbound streets have capacity for 45,000 vehicles). Regional Center Plan forecasts show that by the year 2000 peak hour traffic will grow to 37,500 vehicles. Committed and proposed transportation projects and programs by DOT will increase capacity to 55,000 vehicles such that the peak hour volume to capacity will be at .7.

Access to the Regional Center from throughout the county is generally good. The Thoroughfare Plan found deficient conditions, however, for access from the northeastern portion of the county and for access in the near western portion of Center Township. Both situations are currently under study to identify ways to improve access.

Improvement programs and projects currently underway will also help reduce air pollution levels downtown and bring the area into compliance with federal air quality standards.

Regional Center Plan recommendations for the major street system are in support of the Thoroughfare Plan, with amendments to the Thoroughfare Plan that are necessitated by later planning studies and development decisions. Other proposals are directed to improving local traffic movement.

The following vehicular circulation projects and programs are listed in Regional Center Plan, Transportation:

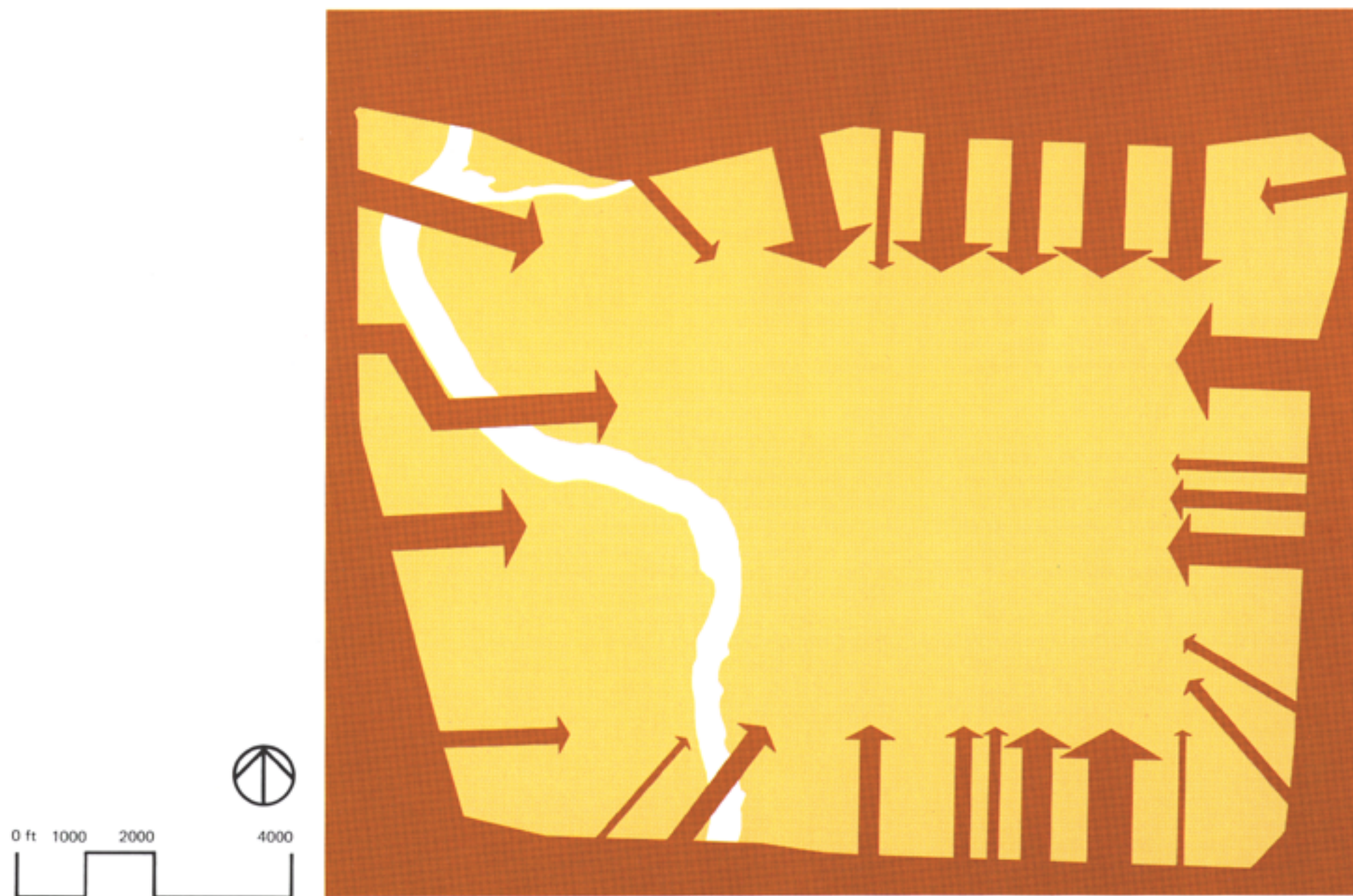
- Improve the efficiency of existing arterial streets by (1) encouraging "flex-time" to reduce peak-hour traffic volume, (2) encouraging four day work week to reduce peak-hour traffic volume and (3) computerizing traffic signals.
- Increase carpooling and vanpooling by encouraging employer subsidies and promoting programs.
- Improve the maintenance of streets, curbs, sidewalks and bridges. Provide (1) comprehensive maintenance program for right-of-way improvements and (2) adequate inspection to require property owners and utilities to maintain improvements for which they are responsible.
- Construct or upgrade arterial streets as recommended in the Official Thoroughfare Plan. The following major corridors would be improved: (1) West Street to 6 lanes divided, (2) Washington Maryland to a one way pair, (3) Harding to 6 lanes divided and (4) 10th Street (to be studied).



59

Vanpool

Figure 17: Year 2000 Daily Traffic Volumes



Transportation

PARKING

Downtown parking demand and supply generally is balanced. Most people, if not able to park in the block where they want to be, or in an adjacent block, can find parking within a few blocks.

The Mile Square currently has a supply of 34,138 parking spaces. There exists a demand in this area for 36,829 spaces.

As would be expected, demand exceeds supply close in to the center of downtown. Outlying areas, where land costs are lower and parking lots more abundant, have a surplus of parking spaces to provide for the close-in deficiency.

This general balance of supply and demand works well for the employee demand but not well for the shopper. This has proven to be a deterrent for a continued strong downtown retail center. Shoppers insist on close-in, convenient and inexpensive parking.

The supply-demand balance also does not describe the special needs of downtown office visitors. Offices are particularly dependent on the continuing availability of close-in parking for clients, executives and special need employees.

Most businesses and landlords in the Regional Center provide for their own parking needs. This, however, is not the case for downtown office users. Recent office developers have provided on average for 57% of their parking demands.

Downtown area office growth (in an area that can be termed the Primary Office District or POD) by the year 2000 will add 5,701,000 square feet of space. This growth will generate a demand for 11,402 parking spaces (if ridership levels remain constant). Development in the POD will replace 6,580 existing parking spaces with other activities. A total of 17,982 spaces will be needed, for growth and replacement demand, during the next twenty years.

It is assumed, however, that higher construction costs, interest rates, and land costs will discourage continued large scale private sector garage construction. Office space growth will be such that a parking supply deficiency will result.

An analysis was conducted of programs and projects that might affect future parking demand and supply in the POD. A series of programs and projects that would impact parking, either by directly increasing supply or by reducing demand, for approximately 32,000 parking spaces are recommended in the Regional Center Plan. These include restriping parking lots and garage spaces, promotion of walking and bicycling, transit service and facility improvements, vanpooling and carpooling.

Some parking proposals are listed in Regional Center Plan, Office Development and Retail Development; the following project is included in Regional Center Plan, Transportation:

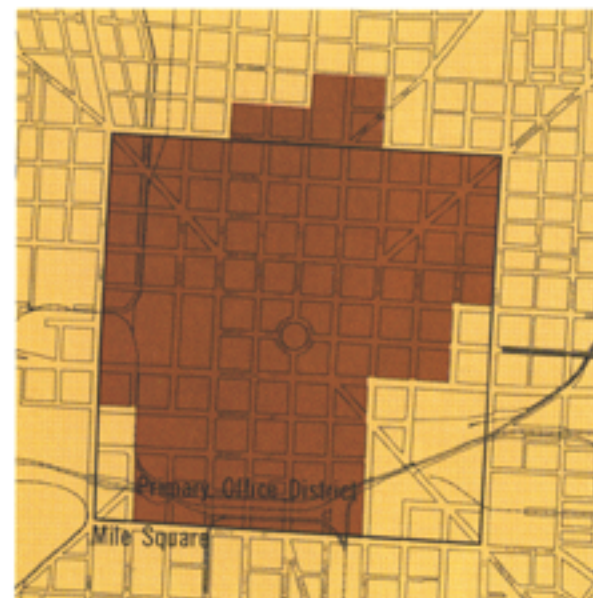
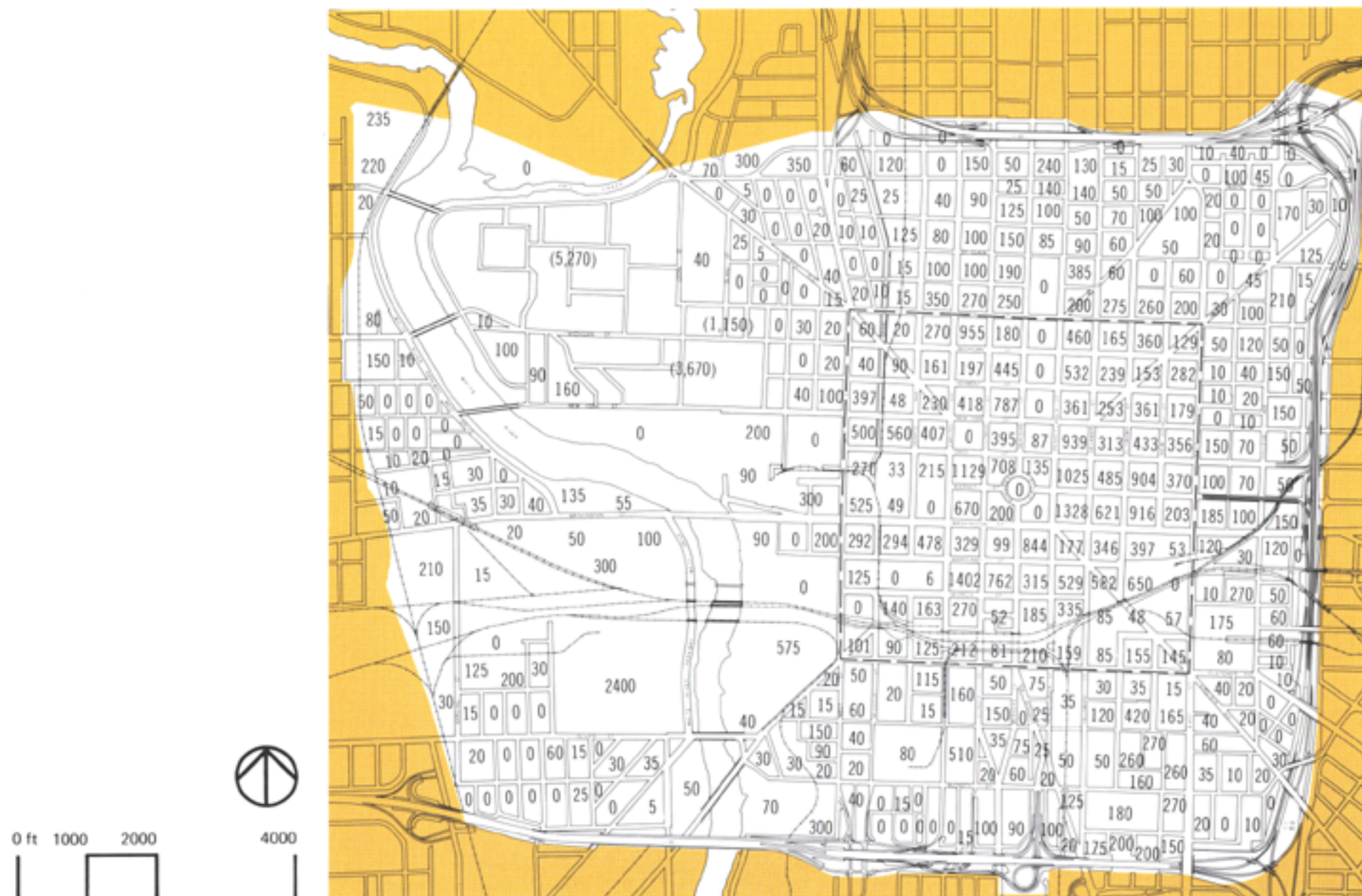


Figure 18: Primary Office District

- Develop intercept parking linked to Regional Center functions with walkway, shuttle bus or People Mover system in order to support specific public and corporate needs.

Figure 19: Regional Center Parking



Transportation

PEDESTRIANS

There is an obvious need to encourage and assist people moving within and between the Regional Center's major activity areas. A circulation system that provides for this will help people to make more efficient use of facilities, stimulate development, and provide for a more pleasant pedestrian environment.

The Regional Center Plan developed a series of recommendations to improve the area's pedestrian environment. In particular, major buildings in the downtown area should be linked by protected pedestrian ways, either upper-level walkways or sub-level concourses. Measures for protected pedestrian movement should also be developed for IUPUI, White River Park and the Central Canal. Street and sidewalk improvements can be used to improve the image of many Regional Center areas as well as help pedestrian, bicycle, and shuttle bus movement.

Pedestrian related projects listed in Regional Center Plan, Transportation include:

- Develop a "primary" enclosed pedestrian circulation system and encourage private facilities to "tie in" to the system.
- Develop bicycle routes and storage facilities.



60

University Hospital walkway



62

Monument Circle



61

500 Festival Mini-Marathon

Figure 20: Simulated Daily Pedestrian Counts

Figure 21: Automated Transit Route Alternatives

PUBLIC TRANSIT

The Indianapolis Public Transit Corporation (Metro) focuses bus service on a downtown designation or transfer. It has 36 routes (including 11 suburban express routes and the IUPUI Express) out of 38 routes that converge on downtown. The system's total daily ridership is 55,000 including 13% of the downtown work force. Ridership is projected to grow to 94,000 people by the year 2000 as the bus fleet is expanded from 230 vehicles to 385 vehicles.

Public transit projects listed in Regional Center Plan, Transportation are:

- Increase ridership on Metro by improving service, including: (1) Dial-A-Ride Services (2) a Fare Free Zone in the Regional Center (3) expanded Park and Ride Expresses (4) a Park and Ride Super Express (5) expanded local service (6) improved bus shelters and (7) the Washington Street Transit Mall.
- Determine the feasibility of a demonstration Automated Transit System.
- Develop a Regional Center shuttle bus system.
- Develop a North-East public transit facility.
- Extend "jitney" services.

— Stage I:
Alternative 5

- - - Stage II:
Alternative 6

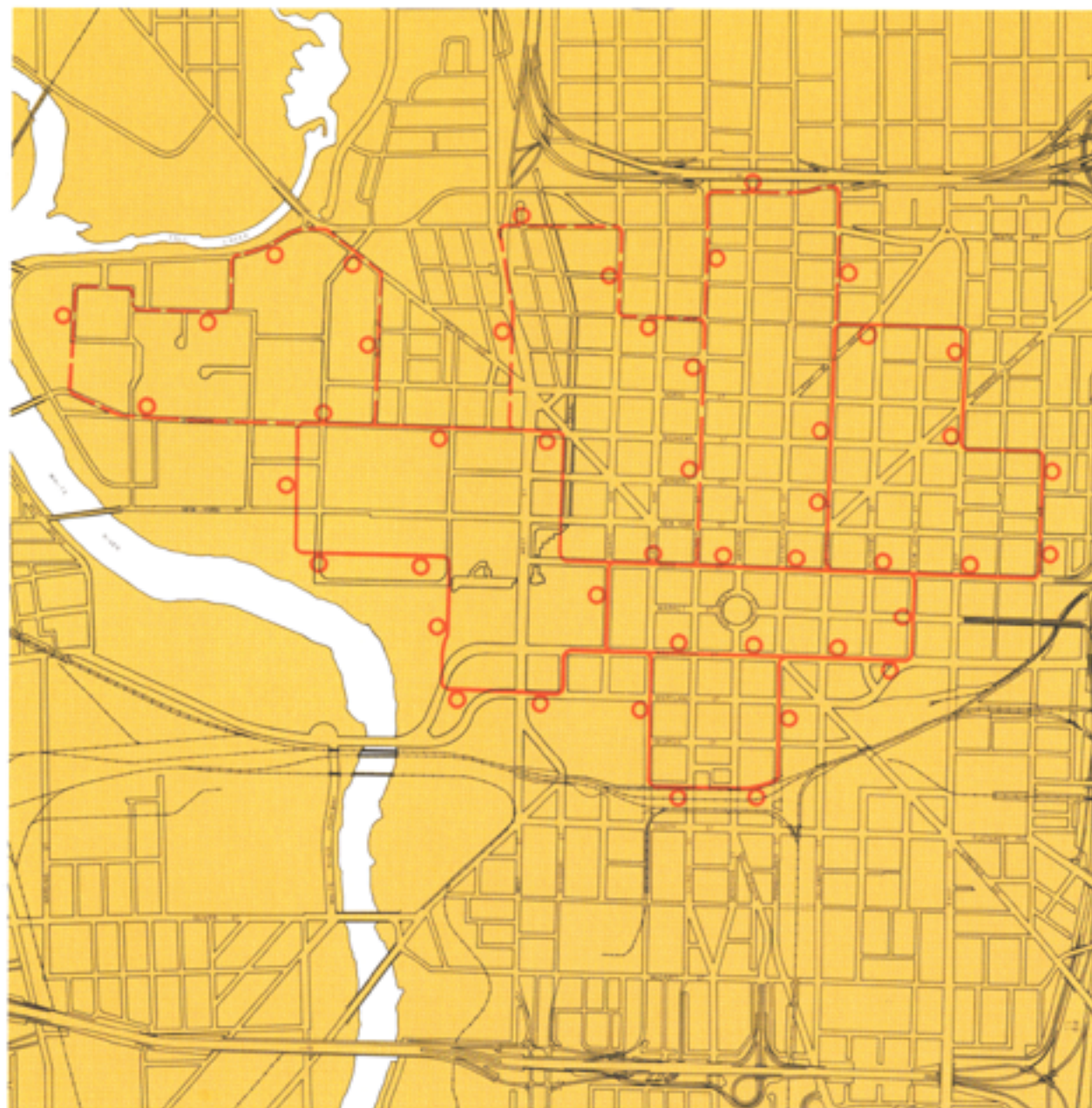
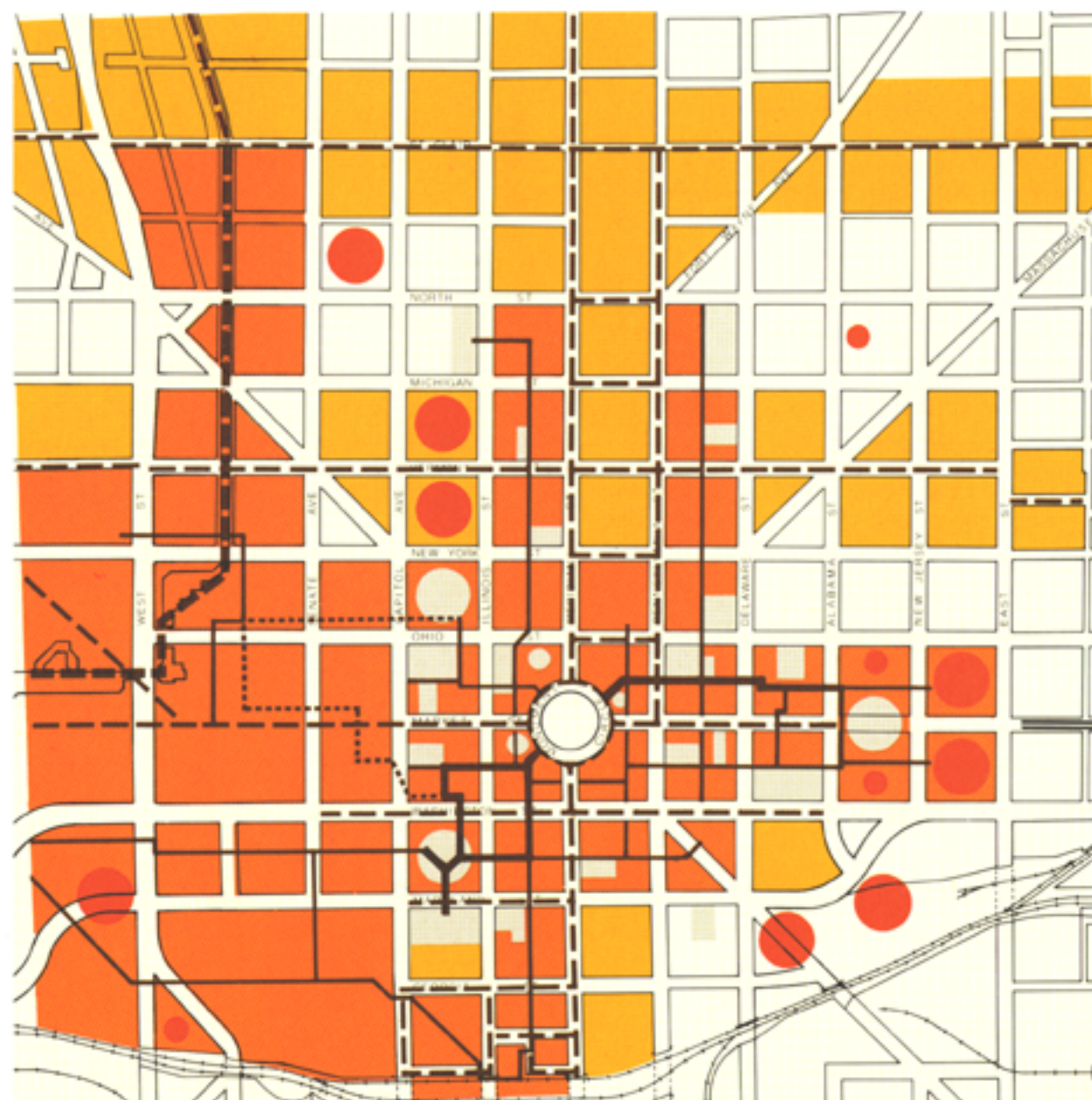


Figure 22: Downtown Circulation Plan

DOWNTOWN CIRCULATION PLAN

Integration of the many components of a circulation system can be achieved most fully in high intensity areas such as downtown. Transportation facilities should be developed in close proximity to each other and placed where they will be most beneficial. Parking garages should be located along major streets and close to major office and retail concentrations. Upper-level walkways should link the garages to building lobbies and to transit facilities.

- Upper-Level Walkways
 - Primary
 - Secondary
- Concourses
- Primary Street Level Improvements
- Existing Garages
- Potential Intercept Garages
- Blocks Directly Linked to System
- Blocks Indirectly Linked to System



HISTORIC PRESERVATION

Indianapolis' largest concentration of historic buildings and areas are found in the Regional Center. It was the home of most of the city's early settlers and immigrants and the site of early commerce.

Commerce grew along the National Road (much of present day Washington Street). Later periods saw the area continue to grow, with greatest boom periods occurring after the railroad and street systems were completed. Industry, commerce, and housing for owners and workers alike were constructed in the area. This growth continued until the Regional Center's overall development pattern came to be set at the beginning of this century.

The abundance of Regional Center historic properties has prompted growing interest in preservation. Many are attracted by the quality workmanship in the old buildings or by the sense of history that they represent.

Such interest is supported by governmental taxing and financial assistance. As a result, preservation activity has increased since the early 1970s and now is a primary force in the revitalization of the Regional Center.

Millions of dollars of private capital have been spent restoring and rehabilitating historic buildings. This is most evident in the near downtown historic neighborhoods being restored as healthy, functioning neighborhoods with increased population base.

Interest in preservation will continue at an accelerating pace and increasingly add office

space to residential restoration. Over the next 20 years, 27% of office space growth will be housed in refurbished buildings.

Three Indianapolis based organizations - the Historic Landmarks Foundation of Indiana, the Indianapolis Historic Preservation Commission, and the Indiana Department of Natural Resources - provide a variety of services and programs in support of preservation. One very important activity is their help in listing properties on the National Register of Historic Places and in designating properties as local "historic areas" by the City. Listing of a property on the National Register, the official registry of the country's cultural resources worthy of preservation, provides the property with a measure of protection, as well as helping publicize its value and making it eligible for a number of assistance programs. Designation of a property as a "historic area" gives it protection from unwarranted alteration or demolition.

There are 26 Regional Center buildings and three districts on the National Register. Two additional districts have been proposed for listing. One district has been designated as a "historic area".

A special field survey conducted in the summer of 1980 by the IHPC identified 21 additional geographic districts, five potential thematic districts, and 148 individually significant buildings.

The pace of preservation activity should be increased. Listing of additional properties on the National Register and their designation as

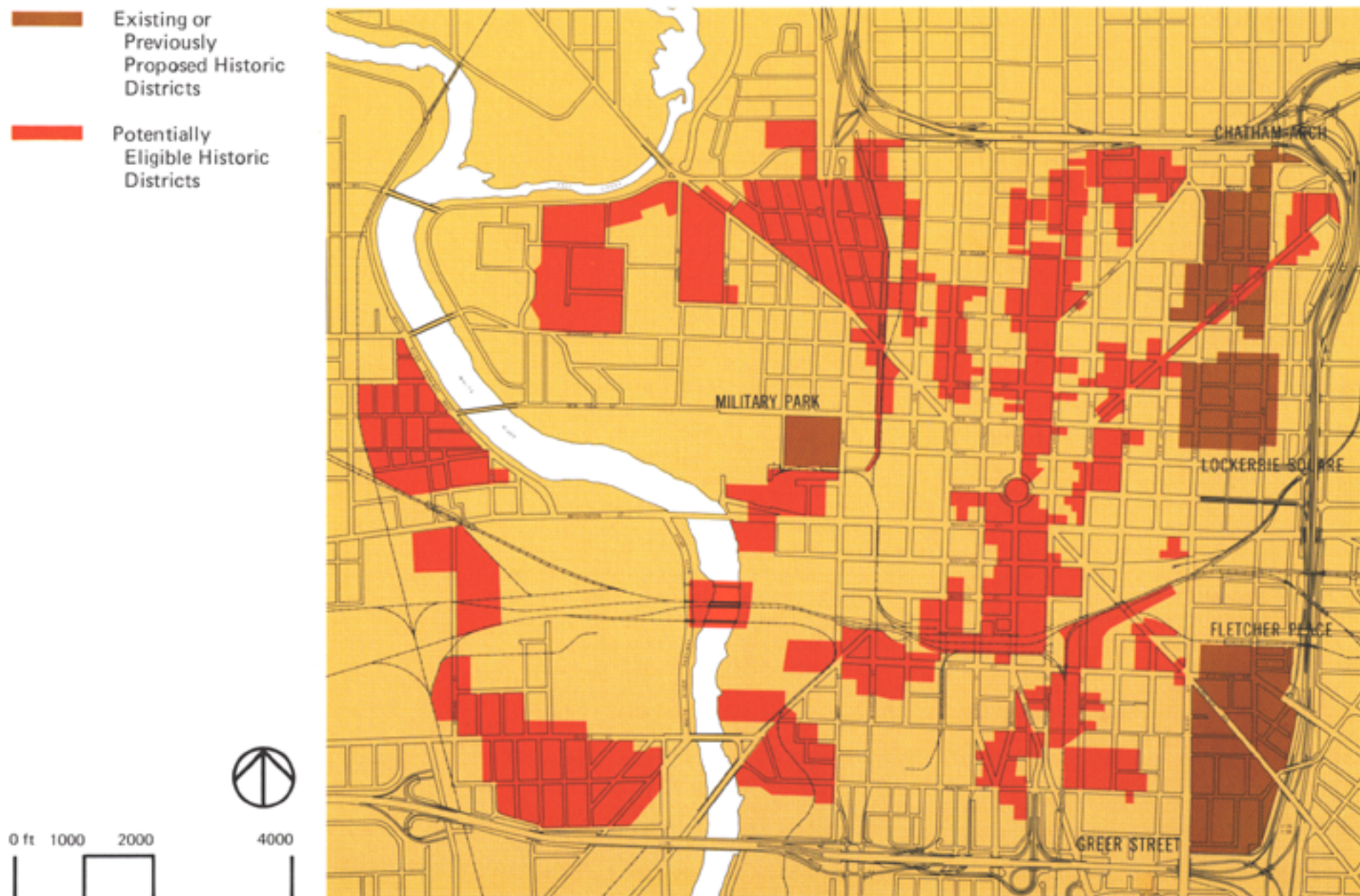
local "historic areas" are necessary first steps in this process. The number and variety of assistance programs for commercial, office, and multi-family projects are adequate and should be maintained. Homeowners in historic districts, especially those longterm residents, need further assistance. A number of programs to provide for this are now underway as pilot studies. These should be supported and if feasible expanded. Additional programs should be considered, including: use of rehab workshops, tool loan programs, and selective acquisition and resale.

An additional activity that should be undertaken is to assist a private agency to receive and land bank significant properties and maintain a materials salvage depot.

Projects and programs listed in Regional Center Plan, Historic Preservation are:

- Prepare the proper documentation to declare significant structures and places historic at the local, state and federal level.
- Implement public information programs to advise the public, building owners and developers of the historic resources in the Regional Center and of the financial and environmental advantages of reinvestment.
- Actively restore significant historic districts in the Regional Center where reinvestment is required including: Lockerbie Square, Chatham-Arch, Union Station, Greer Street, Fletcher Avenue, and Massachusetts Avenue.

Figure 23: Historic Areas



RECREATION AND TOURISM

A significant number of people and businesses depend on recreation and tourism in the Regional Center. The Indianapolis Convention and Visitors Bureau reports that "Since 1973, the number of convention delegates has gone from 254,000 to 562,000, increasing revenue (the money spent by delegates on lodging, food, etc.) from \$38 to \$95 million."

Downtown restaurants and stores can increase their hours and business if activity continues after the downtown work force returns home to the suburbs. Such after hours business comes from conventions, recreation, and entertainment activities.

These establishments are scattered throughout the Mile Square and in some places clustered. Both patterns are beneficial. Recreation and entertainment scattered throughout the area help to activate the whole area. Clustering of establishments forms areas of intense and diverse activity. Many places depend upon neighboring establishments for spin-off business (e.g., Indiana Repertory Theatre and surrounding restaurants). In this manner entertainment districts are formed.

The Regional Center boasts good facilities for recreation, entertainment, and tourism including: Indiana Repertory Theatre, the Circle Theater, the Walker Theater, Indiana Roof, Union Station, Market Square Arena, Indiana Convention Center, Indianapolis Sports Center, Indiana State Museum, the Natatorium, the proposed track and field facilities at IUPUI, and the proposed Convention Center Expansion/Multi-use Sports Facility. There are 2,000 hotel and

motel rooms downtown that capture 24% of the market in Marion County.

There are 40 acres of existing park land with an additional 250 acres proposed for White River Park.

The Regional Center also contains health and athletic clubs, nightclubs, restaurants, and such landmarks as Monument Circle and the City Market. Most of the major festivals that occur in central Indiana are staged in the Regional Center.

The total growth and replacement need in the downtown motor hotel market for the period 1978-2000 is set at 2,106 rooms. Proposed sites for this growth are shown on the map.

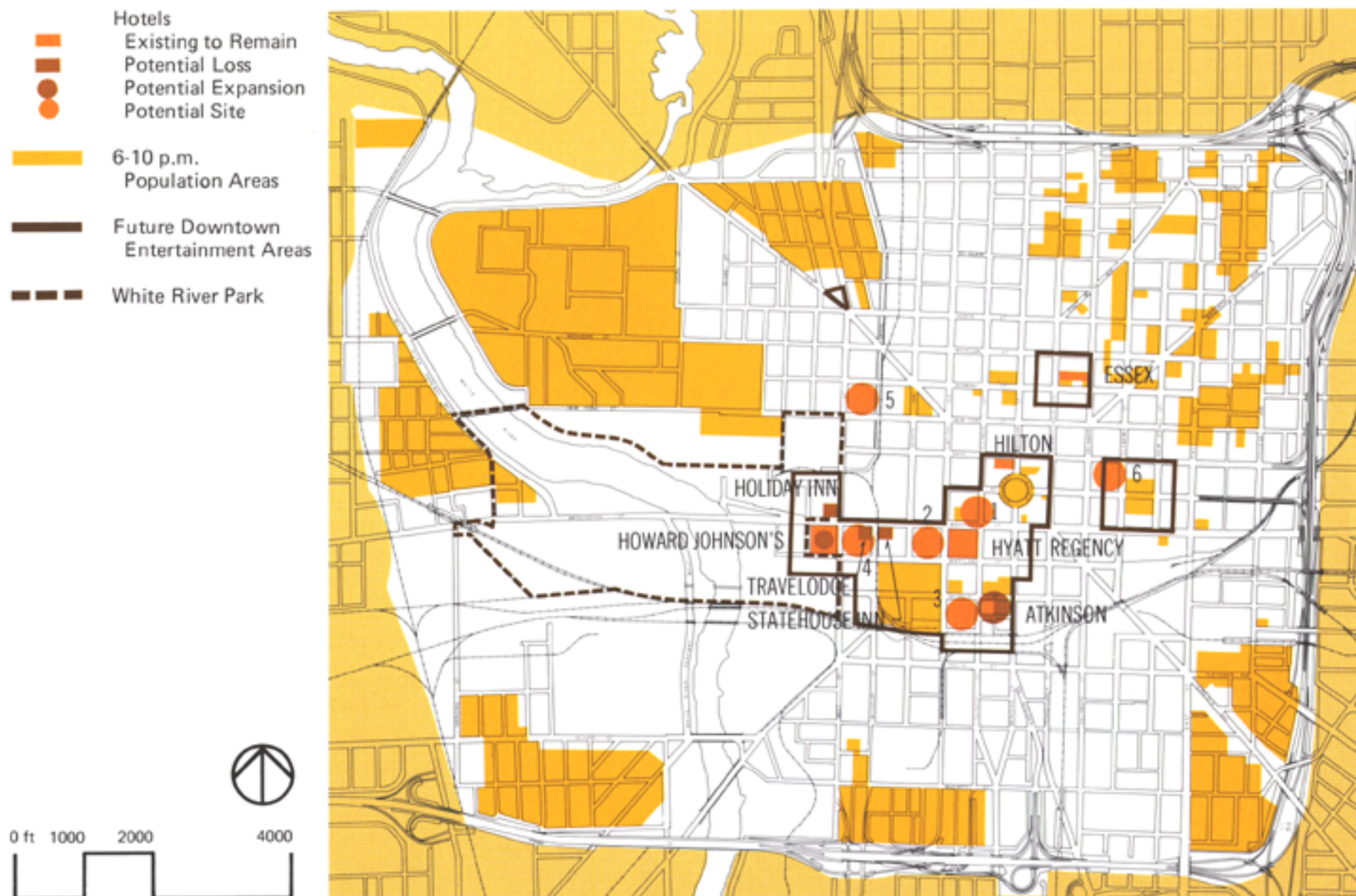
The recreation, tourism, and entertainment development proposed in the Regional Center Plan is aimed not only at attracting more people downtown but also at broadening the variety of things to do downtown especially after hours. The proposed development also is aimed at reinforcing existing downtown development by providing more activity on weekends and after hours on work days. The result of this added activity will be more new development stimulated by a more attractive downtown.

Projects and programs listed in Regional Center Plan, Recreation and Tourism are:

- Implement the White River Park proposals in order to have a major recreation and tourism facility in Indianapolis that will attract local, state, and national patronage.

- Build a 60,000 seat enclosed stadium to expand the facilities of the Indiana Convention-Exposition Center for major spectator events and to accommodate large conventions.
- Develop an amateur athletic complex including a natatorium, track and field facility, and velodrome.
- Restore the Walker Theater.
- Restore the Circle Theater.
- Restore the Indiana Roof.
- Renovate the Union Station and related facilities to accommodate transportation, retail, and entertainment activities.
- Continue cooperative monitoring and funding of landscape maintenance for high visibility areas such as the World War Memorial Plaza, University Park, Soldiers and Sailors Monument, and Market Street Corridor.
- Continue music, entertainment, and festival programs in the parks and plazas downtown.
- Develop downtown jogging, bicycling, and walking paths.
- Develop additional health club facilities if demand warrants.
- Develop American Legion Mall consistent with other improved open space areas.
- Develop the Meridian Street Corridor north to 30th Street.

Figure 24: Recreation and Tourism Facilities



HOUSING AND NEIGHBORHOODS

The Regional Center is unique among housing areas. As part of its role as the center of Indianapolis and Indiana, the Regional Center attracts residents of many economic and social classes. The housing base should express this by providing housing opportunities for a wide range of people.

The residential environment of the Regional Center will undergo dramatic changes during the next twenty years. The population will nearly double from 14,000 to 25,000 people. The quality of housing and neighborhoods will increase steadily through revitalization of existing housing and construction of new housing, development of new support retail and services, and the development of vehicular and pedestrian linkages between neighborhoods and other parts of the Regional Center.

In July of 1980, the Regional Center contained 7,955 residential units. These units were scattered in medium density neighborhoods throughout the Regional Center. Many neighborhoods suffered from neglect, abandonment, and demolition. However, a few were beginning to show significant signs of improvement both on individual and neighborhood levels.

The Economic Analysis and Development Strategy, determined that nearly one fourth of the 100,000 Regional Center employees and one third of the 30,000 staff and students of IUPUI and the Medical Center were interested in living downtown. The study also determined that 285-380 units per year could be marketed to these two groups.

Existing housing will be rehabilitated and compatible infill and perimeter housing developed on vacant land within existing neighborhoods. Improvements in neighborhood parks, street lighting, sidewalks, and landscaping will also take place.

Major new high density housing in developments like Midtown, White River Park, and the Canal, will be constructed to provide for the increasing demand for Regional Center housing.

Proposed new development:

Type	No. Units
Single/Two-Family	206
Townhouse/Rowhouse	939
Walk-Up	1,167
Garden/High-Rise	6,681
Mixed-Use	1,150
Total New	10,143

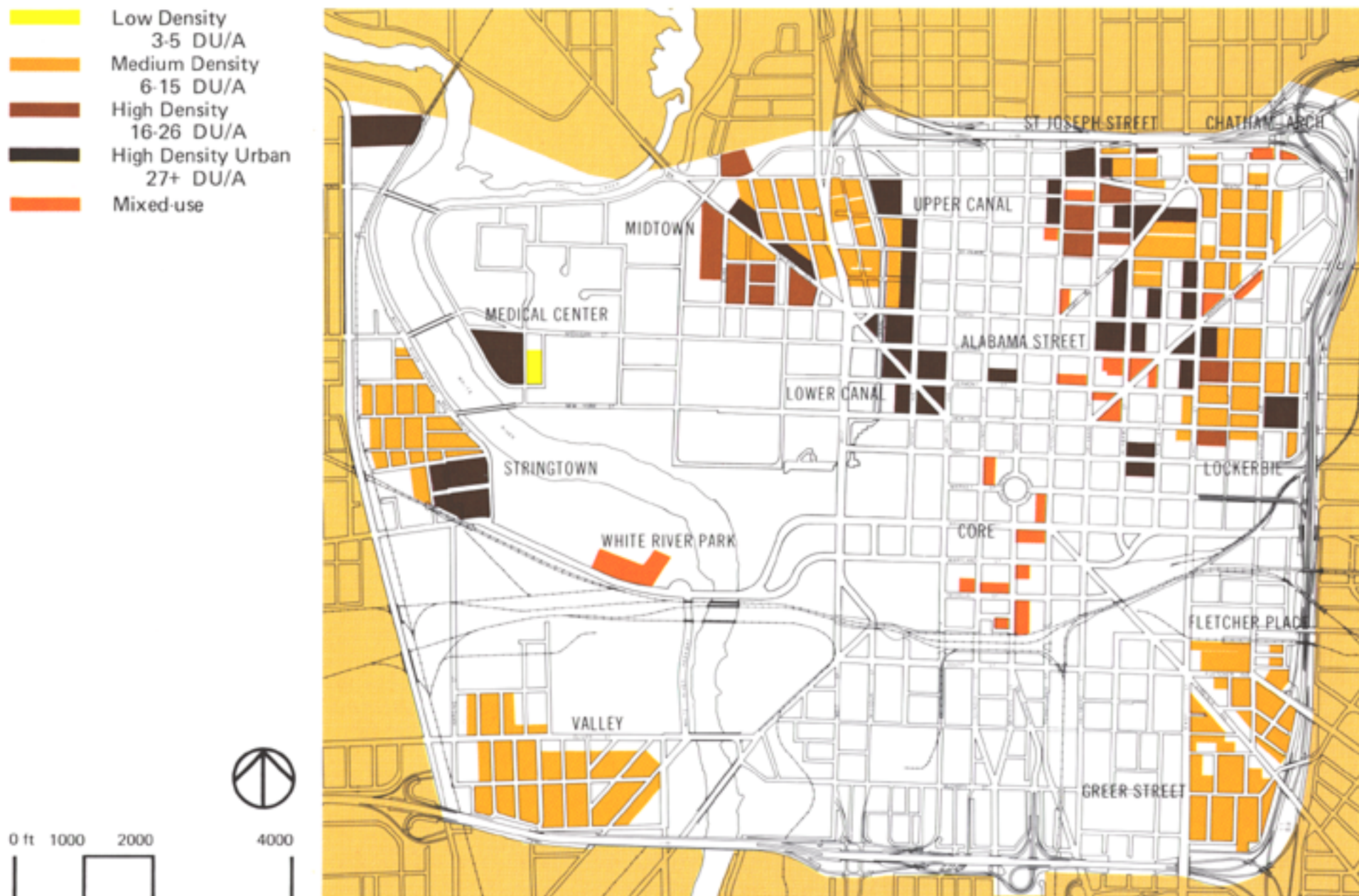
The revitalization of existing neighborhoods, development of new housing, expansion of support services and the development of linkages will produce a residential environment that will attract people who will in turn support growth in downtown such as retail and recreation development.

Projects and programs listed in Regional Center Plan, Housing and Neighborhoods are:

- Improve streets and curbs in neighborhoods.
- Improve street lighting in neighborhoods.

- Construct "infill" housing on vacant lots in residential areas.
- Acquire 16 acres and make general improvements to sites to generate higher density housing.
- Rehabilitate 500 units of existing apartment units in the Regional Center.
- Select sites for new development that have the fewest number of dwelling units and provide full relocation benefits to people displaced by urban renewal activities. Provide low interest loans and grants to low and moderate income home owners.
- Adopt a land use plan and revise zoning districts to stabilize existing heavily populated areas.
- Develop additional high visibility police procedures in the Regional Center, including "roll call" increased foot patrols, and park police.
- Adopt design guidelines that are safety oriented.
- Develop "high profile" experimental programs in schools serving the Regional Center and publicizing the activities.
- Investigate the potential of corporate support for the development of multi-use, high density housing.
- Develop a financing pool of \$30,000,000 to finance Regional Center housing.

Figure 25: Housing and Neighborhoods



OFFICE DEVELOPMENT

Downtown Indianapolis experienced the same office construction boom that occurred nationally between the mid-'60s and the mid-'70s. As in the rest of the nation, there was little construction activity in the last portion of the 1970s, but a resurgence in construction is expected in the 1980s.

Between 1970 and 1980 there was an average, net gain in office space of 133,185 square feet per year in the Regional Center. It is anticipated that between 1980 and 1990 office construction will occur at the same rate as the projected national growth rate (2.02% per year). At this rate, office space will grow at an average rate of 310,052 square feet per year if incentives for downtown development and improvements continue to occur.

Office development in the 1980s will continue to grow while downtown land devoted to other uses declines. One indication of this is that while the number of buildings converted from other land uses to office space during the 1970s was minimal, a number of conversions to office space are now complete or in progress. During the 1980s, 27% of new office growth is expected to occur in converted buildings.

The map shows that there is enough vacant and underutilized land in the Core to accommodate the proposed growth without significant destruction of historic buildings.

The continuing development of downtown should evolve from its present strengths. Office employment will continue to play a major role in downtown development with the completion of Two West Washington, One

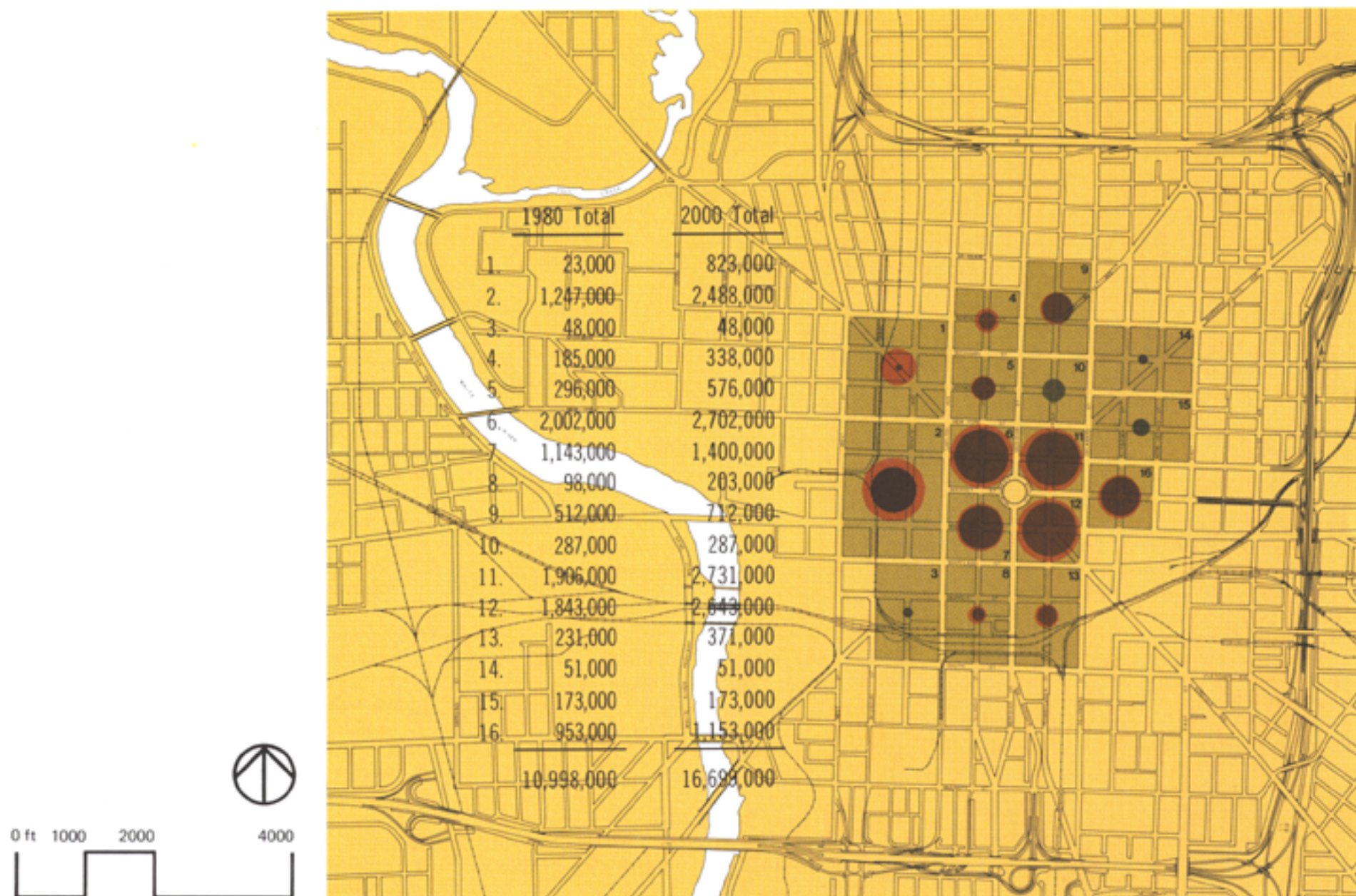
North Capitol, American United Life Insurance, and American Fletcher National Bank. Downtown office employment (estimated at 55,000 employees) is expected to grow at a rate of 1450 jobs a year between 1980 and 1990 and 1700 jobs a year between 1990 and 2000. As downtown office development increases so will the demand for downtown housing, entertainment, retail development, and transportation systems. There is a mutually beneficial relationship between developments like White River Park, Convention Center Expansion/Multi-use Sports Facility, the Retail Mall, and the growth in downtown office employment.

Projects and programs listed in Regional Center Plan, Office Development are:

- Revise Central Business District Zoning Ordinance to allow on site parking areas where restrictions now exist and permit 9,980 parking spaces in "close-in" garages associated with office development, of which, 6500 would be new and 3,480 would be replacement.
- Acquire sites for the development of new corporate headquarters buildings and expansion of single use developments.
- Rezone areas where higher intensity office development should occur to prevent low intensity uses.
- Establish a low interest revolving fund to assist in the renovation of buildings which are consistent with the character of their environs.

- Continue Tax-Abatement Program
- Develop a "Tax Increment Financing Program" that can dedicate the total tax due on a benefiting property to pay for public improvements.
- Develop a research/office facility related to IUPUI and Medical Center.
- Develop a project to promote association offices related to the Amateur Athletic Complex and the White River Park themes.
- Determine the need for promoting or subsidizing condominium office projects.
- Develop 1800 new hotel rooms by the year 2000.
- Encourage employers to pay for or give time for employees to participate in educational programs.
- Establish a day-care facility convenient to Regional Center employees.
- Require local and state government to locate all offices in the Regional Center or demonstrate that adequate space is not available. Require that rental space be sought prior to construction of new space.
- Conduct an Office Retention Survey in the Regional Center.
- Support activities of the Commission for Downtown and GIPC Urban Growth and Revitalization Task Force.

Figure 26: Office Development



INDUSTRIAL DEVELOPMENT

Industrial development has a very significant impact on the Regional Center. Approximately one third of the employment and one quarter of the land use in the Regional Center is industrial. The economic viability of any geographic area is based on its employment. It is therefore necessary that the existing industry in the Regional Center be retained.

There are a wide variety of industries located in the Regional Center. Firms range in size from one man repair shops to large employers such as the General Motors plant. Industry types vary from storage and warehouses such as Aero Mayflower Transit to heavy manufacturing such as Diamond Chain.

According to the Urban Goods Movement Study, the Regional Center contains 17 of the city's 105 major manufacturers (100 or more employees). The amounts and types of these companies are as follows:

4-Food and Allied Products

1-Chemicals, Petroleum, and Allied Products

3-Fabricated Metal Products

3-Paper Products, Printing, and Publishing

3-Machinery, Non-Electrical

1-Transportation Equipment

2-Other Manufacturers

The Regional Center also contains 25 truck terminals which are concentrated in the area between Union Station and I-70.

In a 1978 Chamber of Commerce survey of 31 industries in the area between Union Station and I-70, the top five reasons for locating in the Regional Center were, in order of importance; accessibility, ownership of

buildings, proximity to markets, building availability, and proximity to downtown.

The Regional Center will lose industry between 1980 and 2000 due to displacement and to obsolescence. Construction of new housing, office space, and parks will displace approximately 1.3 million square feet of buildings and 1,500 industrial jobs.

Existing industrial areas contain land that could be developed as new industrial sites. There are three possible areas where new industry can be accommodated. The first centers on North Capitol St. south of I-65. The second is between East St. and I-65/I-70. The third is between I-70 and the railroad tracks that pass through Union Station.

Two stages of development are shown. Stage one is shown on sites that are vacant or contain vacant buildings that could be developed relatively easily.

Stage two areas could be developed as industry, but the sites contain either potentially historic structures or occupied houses.

If both stages of this plan are implemented, the industrial space lost in other portions of the Regional Center could be accommodated in these three areas. The amount of new development is as follows:

Stage One -

Total site = 32 acres

Total building at .4 site = 557,568 S.F.

Total employment at 1 emp./872 S.F. = 639 employees

Stage Two

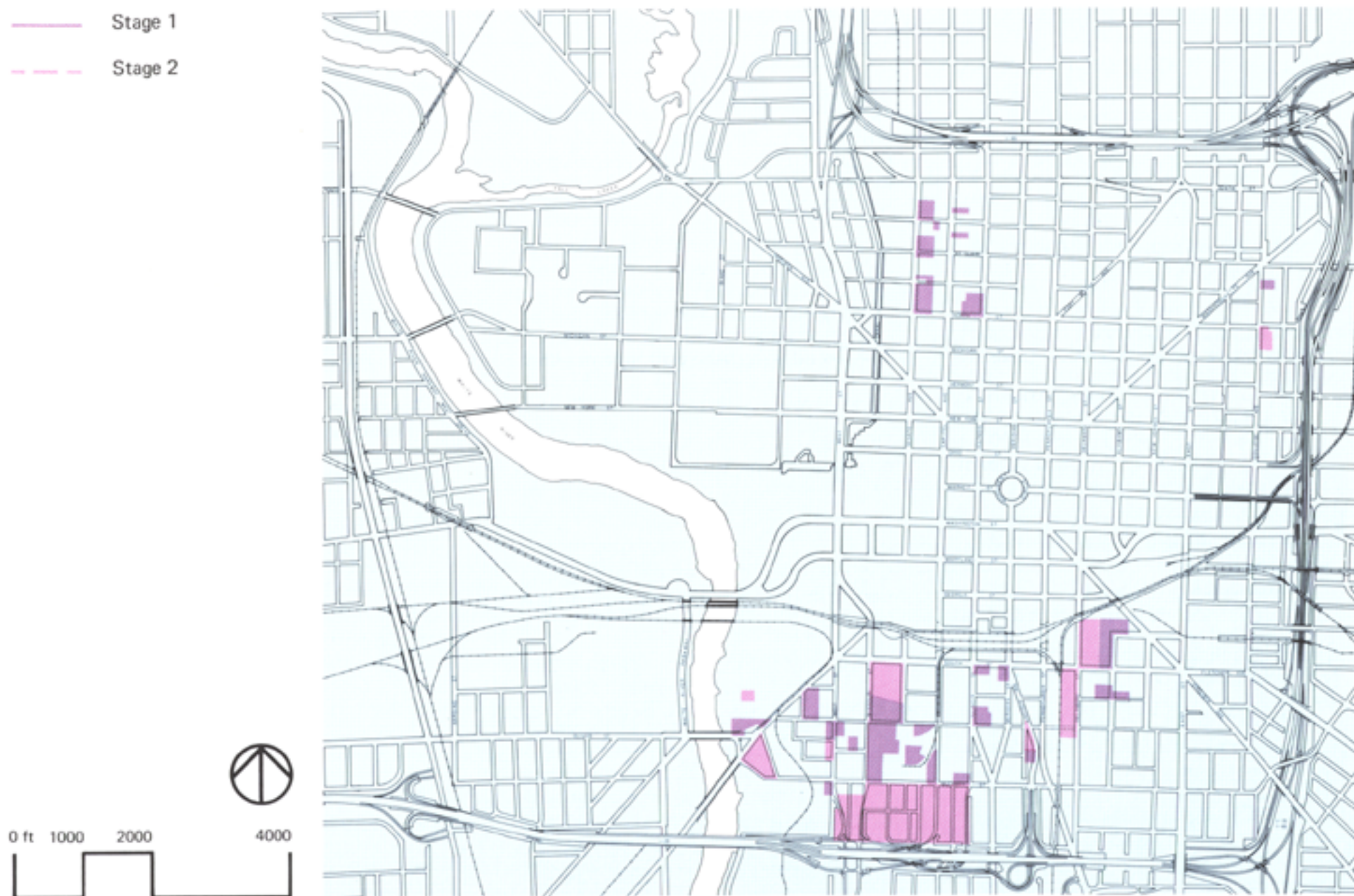
Total site = 41 acres

Total building at .4 site = 714,384 S.F.

Total employment at 1 emp./872 S.F. = 819 employees

Projects and programs listed in Regional Center Plan, Industrial Development are:

- Develop an "In-city" Industrial Zoning Ordinance.
- Upgrade and separate storm and sanitary sewers serving the Regional Center and nearby industrial development areas.
- Upgrade the quality of site development of industry through use of the Regional Center Zoning Ordinance and Code Enforcement.
- Conduct a survey of Regional Center employers to determine needed skills. Promote the use of Ivy Tech and IPS for training in critical skill areas.
- Support organizations and events that promote equal employment opportunity.
- Support the involvement of minority entrepreneurs and management in the development of the Regional Center.
- Conduct business retention surveys in industrial areas.
- Continue "Industrial Revenue Bond" financing in Urban Renewal areas.

Figure 27: Industrial Development

RETAIL DEVELOPMENT

Retail development has occurred so consistently in the suburbs, during the 1960s and 1970s, that downtown retail stores have lost their dominance.

A recent study of downtown shopping demonstrates a need for some physical reorganization of existing establishments to make shopping easier and more comfortable. At the same time, a change in the mix of stores is needed to provide more variety in downtown shopping facilities.

Three distinctly different types of new retail development are recommended to improve downtown shopping. They are:

1. Retail Mall - The Economic Impact Analysis, Proposed Retail/Office/Residential Development Downtown Indianapolis, Indiana (DMD/DEHD, 1981) shows feasibility for a 1,016,000 square foot gross leasable area, retail mall with four anchor tenants. The report states that "Retail space and adjunct uses will occupy a two and one-half block site and will consist of renovated/rehabilitated structures connected by a new enclosed mall. Enclosed, connected parking for up to 2,600 vehicles will be provided."
2. Neighborhood Retail - Walnut Square, Market Analysis, Indianapolis, Indiana (DMD, DPZ, 1981) shows feasibility for a 71,000 square foot commercial center near Riley Towers. It will serve a primary trade area north of Washington St., east of Canal, south of 16th St. and

west of Arsenal Ave. This is approximately a one-mile radius centered on Project H.

3. Speciality Retail/Restaurant - Both the State of Indiana, White River Park, Market and Economic Analysis, Summary Report and Union Station Master Plan show feasibility for a limited amount of specialty retailing. The Union Station Master Plan states that "Specialty retailers offer merchandise more discretionary in nature and frequently purchased on an impulse basis. Casual browsing in specialty stores is, in fact, something of a recreational pastime."

Union Station will contain 40,000 to 50,000 square feet of specialty retail. The plan for White River Park calls for an initial phase of 50,000 square feet of specialty retail and eating/drinking establishments in a merchandising format similar to Boston's Faneuil Hall, Pittsburgh's Station Square, and Salt Lake City's Trolley Square.

The mixed commercial areas along Virginia, Massachusetts, and Indiana Aves., and Oliver St. should contain as much neighborhood-related commercial as can be supported by the surrounding neighborhoods. The map shows the location for a University related commercial center east of University Hospital. This center has been shown on recent University plans. No facility in this commercial center should compete

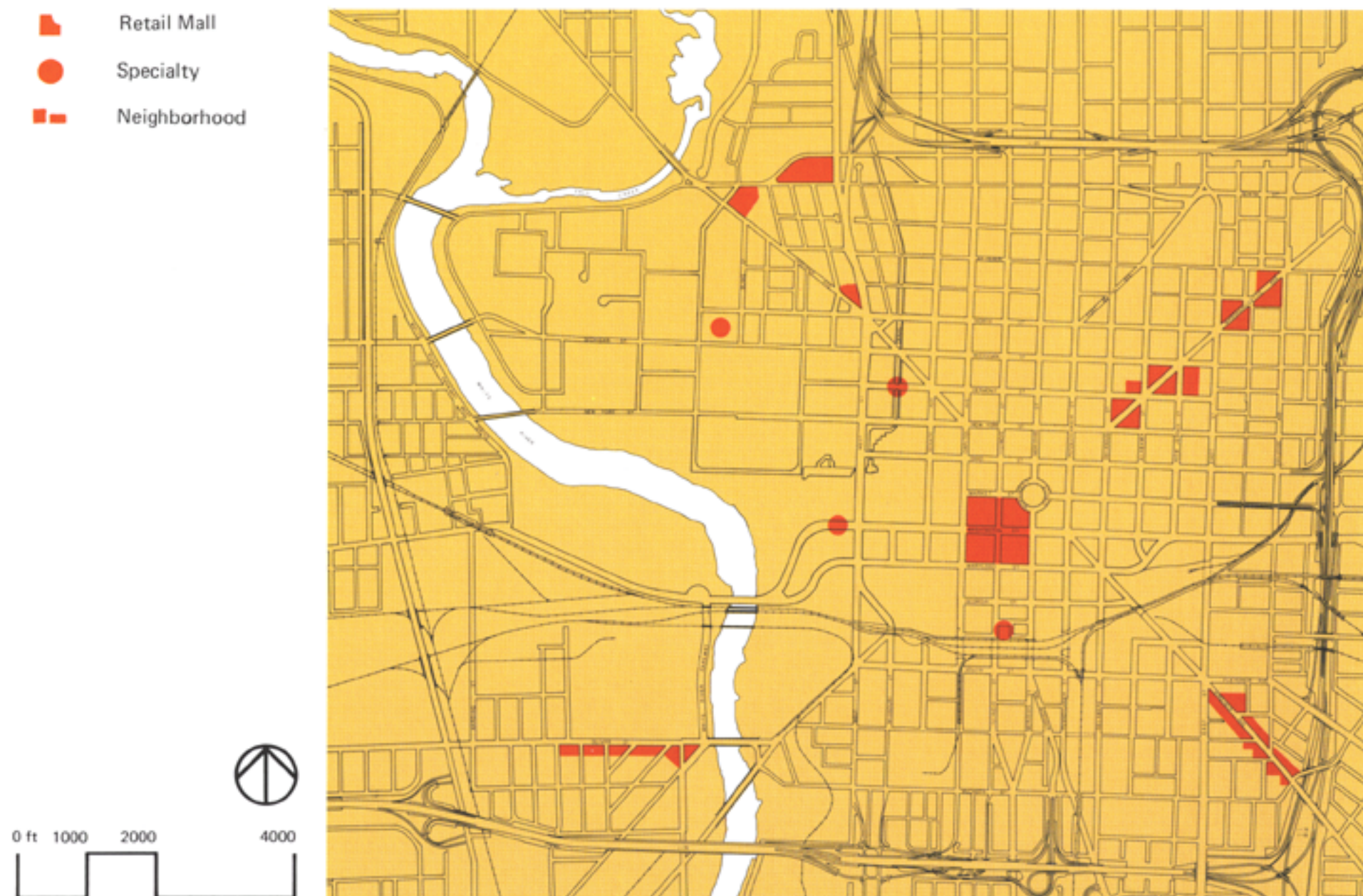
with the commercial redevelopment along Indiana Ave.

In addition to the preceding projects and programs, the Regional Center Plan also recommends that all new developments and major renovations in retail districts have grade level retail uses.

Projects and programs listed in Regional Center Plan, Retail Development are:

- Develop a Washington Street Retail Mall linking Ayres to Blocks.
- Require that all new developments and major renovation have grade level retail uses, in the CBD.
- Develop parking to reinforce neighborhood related commercial.
- Allow on-street metered parking where possible during off-peak periods.
- Promote use of state, city and federal parking during off peak periods.

Figure 28: Retail Development



PUBLIC FACILITIES

The Regional Center contains a wide variety of public facilities. Some are operated by institutions that give service to important segments of the area's population. Others provide very specialized services to literally hundreds of thousands of people and are of regional, and in some instances statewide, significance.

MAJOR FACILITIES

Indiana University-Purdue University at Indianapolis: The University, located in the northwest quadrant of the Regional Center, is closely tied to the adjacent Medical Center. Present enrollment is 23,000 students; ultimate enrollment is forecast at 40,000.

Medical Center: The Medical Center contains the largest concentration of health facilities in the State, including three IU hospitals, the county hospital and primary health center, two private hospitals, and a VA hospital.

Indiana Convention/Exposition Center: The Convention Center is located in the southwest portion of downtown. It will be expanded in 1982 with new facilities to include a 60,000 seat domed stadium.

Indianapolis Sports Center: The Sports Center is the home of the U.S. Open Clay Courts Championships as well as the site of a number of other sporting and entertainment events. It is located on the IUPUI campus.

City-County Government: Local government offices are centered in the City-County Building at the east edge of downtown. The

Marion County Jail is located a block south of the City-County Building.

Federal Government: The federal government houses most agencies represented in Indianapolis in the Federal Building and the U.S. Courthouse.

Indiana Capitol Complex: The Capitol Complex is situated on the western edge of downtown. It contains the Statehouse and the majority of the state's offices downtown.

RESIDENT FACILITIES

Community Centers/Health Centers/Neighborhood Centers: While there are only a few centers in Regional Center neighborhoods, there are a number of centers immediately outside the Regional Center which include these neighborhoods in their catchment areas. A number of local and state government service agencies and non-profit organizations located in the Regional Center also provide services and facilities for area residents.

Educational: Most area public schools have been closed due to population losses and school desegregation action.

Parks and Open Space: The area contains an abundance of major parks. Facilities, however, are deficient. There is also a need for smaller neighborhood parks.

Some of these institutions, however, have hindered investment in areas adjacent to their facilities. Uncertainties about the intent of development and lack of communication have reduced the level of private sector investment

that would be expected in a more supportive environment

It is recommended that the Regional Center's major institutions prepare and maintain current master plans. These master plans, and any construction projects that result from them, should also be guided by analysis of the impacts of the institutions on private sector commercial and office space. Institutional parking policies should be consistent with overall Regional Center Plan parking recommendations.

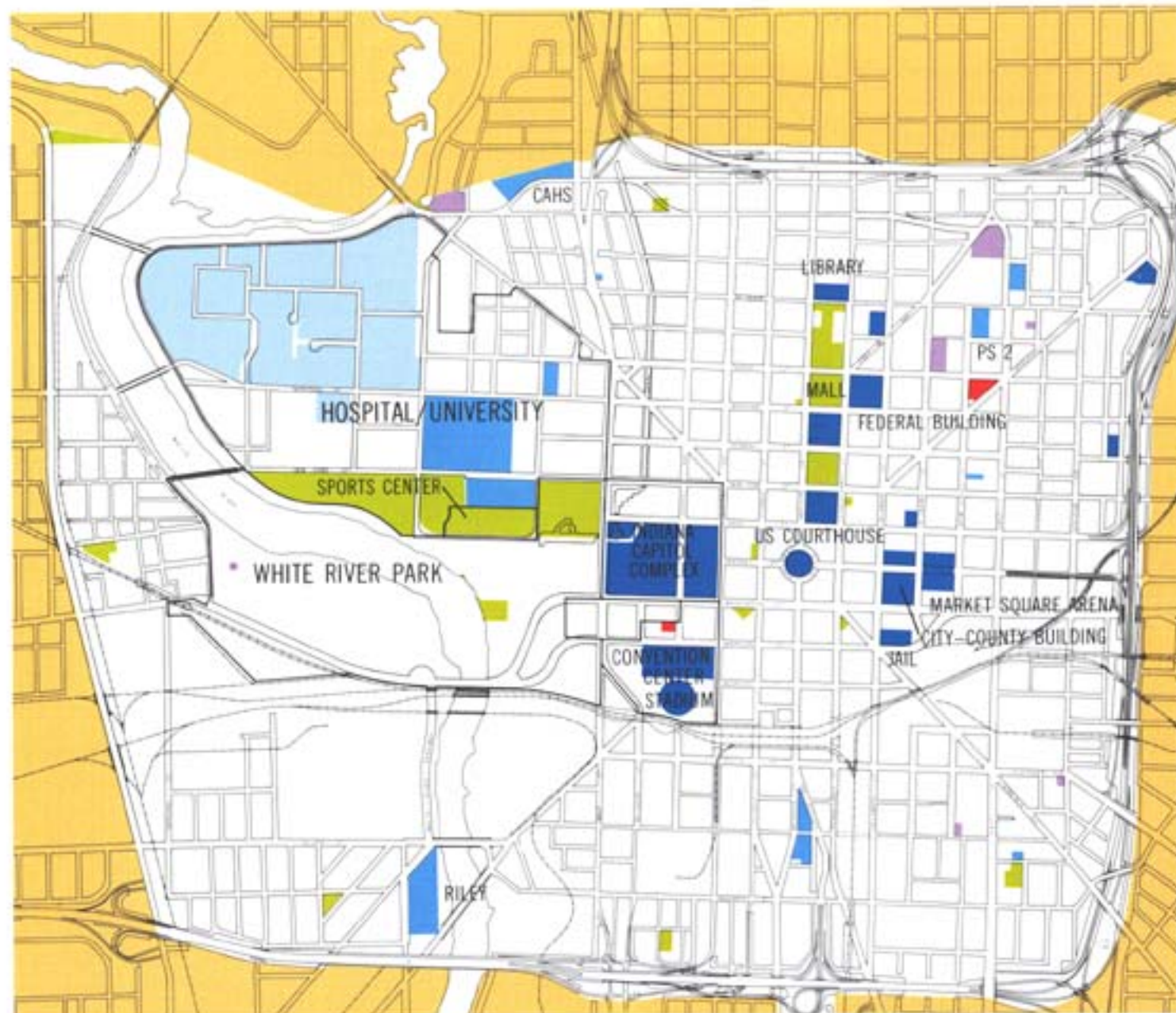
The area's major institutions should also where possible reserve the maximum amount of land possible for future housing. Such housing should be at densities consistent with housing recommendations of the Regional Center Plan and fully integrated with adjacent neighborhoods.

Programs listed in Regional Center Plan, Public Facilities are:

- Maintain current master plans for major Regional Center complexes including proposed linkages, parking plans, and service goals.
- Improve the communication between service agencies and major public employers to coordinate parking policy, maintenance policy, security provisions, fire protection provisions, etc.
- Revise zoning districts to protect lower density residential areas from a concentration of uses with a negative image. Require that service facilities have adequate parking for their clientele.

Figure 29: Public Facilities

- Governmental
- Education
- Health
- Service Organizations
- Parks and Open Space
- Fire Stations
- Acquisition/Planning Areas



DEVELOPMENT FORECASTS

The total amount of new development proposed in the Regional Center Plan is based on national trends. Anticipated growth is shown in the table opposite.

RESIDENTIAL DEVELOPMENT

One of the most important goals of the Regional Center Plan is to increase downtown resident population. An increase in population is needed to support new downtown shopping and entertainment developments.

The number of dwelling units and persons living in the Regional Center has been declining for the past 20 years. Current developer interest, project construction, and private restoration activities indicate this decline is being reversed and significant new housing will occur in the 20 year period. Recent studies indicate a demand for over 300 units per year in the Regional Center. It is forecast that the number of dwelling units will increase from 7,955 in 1980 to 14,000 by the year 2000.

OFFICE DEVELOPMENT

The primary focus of the Regional Center Plan is office space. Office space and parking garages constitute 55% of the total floor area in the Mile Square. The primary office users are finance, government, utilities, and insurance. This foundation is strong, and it is anticipated that the demand for these services will grow during the next twenty years.

Due to the aggressive renewal programs in the Regional Center it is assumed that 40% of

all metropolitan area new office development will occur in the Regional Center at approximately the national rate of 2.02% per year. It is estimated that between 1980 and 2000 there will be 5,274,000 square feet of new office construction, 682,000 square feet of converted space and 255,000 square feet of demolition. The new growth in office will be 5,701,000 square feet for the 20 year period or 285,050 square feet per year. This will increase office employment by approximately 1,400 people per year.

INDUSTRIAL DEVELOPMENT

Industrial employment is forecast to maintain its current level in the Regional Center and nearby areas for the next twenty years. It is assumed that new development and obsolescence will displace several businesses, but that current efforts to develop new sites and support existing industries will compensate for the loss. The Regional Center Plan reflects a 91 acre net loss of the amount of land dedicated to industrial use. Other nearby industrial development areas such as Rural I-70 Industrial and Near North Industrial should be considered when assessing industrial growth.

RETAIL DEVELOPMENT

The proposed retail mall will rejuvenate the retail core to the extent that retail sales will grow at a rate of 2.30%. The mall will contain 455,000 square feet of new retail space in three levels and 2,000 new parking spaces.

Table 5: Regional Center Forecast Summary

Category	1980	2000	Annual Growth Rate	Comments
1. Residential	7,955 dwelling units	14,000 dwelling units	+2.87%	Based on market study
2. Office	10,988,000 sq. ft.	16,689,000 sq. ft.	+2.02%	Based on SMSA potential growth rate
3. Industrial	419 acres	342 acres	— .85%	Based on land available
4. Retail	\$98,000,000* (1977 sales)	\$133,260,000* (1990 sales)	+2.39%	Based on developing a retail mall
5. Thoroughfares	263,800 (1970) person trips	319,900 person trips	+ .65%	Based on trend analysis and METRO increase
6. METRO	55,000 passengers	94,000 passengers	+2.72%	Based on goal of increasing service
7. People Mover (Impact office)	10,988,000 sq. ft.	17,829,000 sq. ft.	+2.45%	Based on optimum development scenario
*1977 Dollars				

IMPLEMENTATION

The implementation of projects and programs is limited by resources, technical capability, market, and knowledge of viable alternatives. The Regional Center Plan is a synthesis of proposals which have been developed by experts, implementing entities and citizens. Technical capability, market, and alternatives have been evaluated for all projects. Resource availability is the primary constraint.

GOVERNMENT

Innovative governmental projects and programs are being reduced to ease the burden on taxpayers. Governmental revenues from "users" or benefiting businesses are still viable funding sources. Techniques to generate revenues and subsidize development without increasing government costs should be used to promote development.

PHILANTHROPY

Philanthropy will continue to play an extremely important role in the development of "innovative" projects in the Regional Center.

INVESTMENT CAPITAL AND FINANCING

Availability of private investment capital and "reasonable" financing terms are variables which relate primarily to the national economy. As the money available for long-term financing becomes limited, interest rates and terms become less attractive to the developer. Investment in "high-risk" or innovative projects is even more constrained. The two tables indicate the source of funds for projects during the past 10 years and for the

next 10 years. All figures shown in these tables are estimates; are intended to illustrate the general characteristics of funding; and may be incorrect for specific projects.

The general premise that development of the Regional Center is in the public interest is founded:

1. On the social value that people want their city to have historic continuity, alternative environments, and a focus for cultural achievement,
2. On the economic value that the cost of providing services to concentrated development is less and that city "image" can be better used to attract industry, etc., and
3. On the physical value that concentration allows: more intense public transportation, parks, and public facilities and subsequently an alternative to suburban low intensity development.

Implementation of the Regional Center Plan will better utilize existing facilities and make the Regional Center more efficient.

Table 6: Major Public Projects 1971 thru 1980

	Federal	State	City Grant	City* Revenue	Philanthropic Corporate and Personal Gifts	Private Investment	Total	1980 Dollars
1971 State Museum Remodel	_____	850,000	_____	_____	_____	_____	850,000	2,006,000
1972 Convention Center	_____	4,000,000	_____	15,000,000	(2,500,000)	_____	22,000,000	47,080,000
1972 City Market	_____	_____	_____	_____	4,700,000	_____	4,700,000	10,058,000
1974 Market Square Arena	4,000,000	_____	_____	12,500,000	_____	4,000,000	20,500,000	36,285,000
1974 Library Addition	_____	_____	1,250,000	_____	_____	_____	1,250,000	2,212,000
1975 Convention Related Sites	4,941,000	_____	_____	_____	_____	_____	4,941,000	7,955,000
1975 Historical Society	345,000	2,640,000	_____	_____	2,000,000	_____	4,985,000	8,026,000
1976 Obelisk Square	_____	700,000	_____	_____	75,000	_____	775,000	1,131,000
1976 Merchants Plaza	_____	_____	_____	4,500,000	_____	41,000,000	45,500,000	66,430,000
1978 Sports Center (Clay Courts)	_____	_____	_____	4,000,000	1,500,000	1,500,000	7,000,000	8,470,000
1978 Monument Circle	_____	500,000	500,000	_____	500,000	_____	1,500,000	1,815,000
1979 Indiana Theatre, One North Capitol Wasson's Claypool	6,650,000	_____	4,000,000	_____	5,000,000	26,000,000	41,650,000	45,815,000
1979 East Street Condominiums	_____	_____	162,000	_____	_____	500,000	662,000	728,000
1980 Market Street	_____	_____	430,000	_____	1,250,000	1,250,000	2,930,000	2,930,000
TOTAL	\$15,936,000	\$8,690,000	\$6,342,000	\$36,500,000	\$16,275,000	\$75,500,000	\$159,243,000	\$240,941,000
PERCENT	10.0%	5.5%	4.0%	22.9%	10.2%	47.4%	100%	

*Supported by rents, fees or special (non real estate based) taxes.

Note: This chart excludes IUPUI Academic, Med Center, and Basic Government Projects

Table 7: Major Public Projects Proposed 1981 thru 1990

	Federal	State	City Grant	City* Revenue	Philanthropic Corporate and Personal Gifts	Private Investment	Total 1980 Dollars
1981 Convention Center Expansion	_____	_____	_____	48,000,000	30,000,000	_____	78,000,000
1981 I.U. Physical Educational Natatorium Facility	1,500,000	7,000,000	_____	_____	13,000,000	_____	21,500,000
1981 I.U. Track and Field	_____	1,900,000	_____	_____	4,000,000	_____	5,900,000
1982 Circle Theater	_____	_____	_____	_____	3,000,000 to 4,000,000	_____	3,000,000 to 4,000,000
1981 Union Station	14,000,000	_____	2,800,000	_____	_____	8,000,000	24,800,000
1981 White River Park	_____	45,000,000	_____	_____	(105,500,000	32,000,000)**	182,500,000
1982 Retail Mall	12,000,000	_____	_____	10,000,000	_____	46,000,000	68,000,000
1983 Washington Street Mall	5,950,000	_____	1,050,000	_____	_____	_____	7,000,000
1982 Legion Mall	_____	1,000,000	_____	_____	_____	25,000	1,025,000
TOTAL	33,450,000	54,900,000	3,850,000	58,000,000	156,000,000	86,025,000	392,225,000

*Supported by rents, fees or special (non real estate based) taxes.

**Could vary substantially (dependent on feasibility studies)

Note: This chart excludes IUPUI Academic, Med Center, and Basic Government Projects

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